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# THE STATE OF BILINGUAL EDUCATION IN MASSACHUSETTS

Report to the Bureau of Equity and Language Services

Massachusetts Department of Education

November 1992

Prepared by

Nancy C. Barra  
Magda Raupp  
John P. Zuman

Intercultural Center for Research in Education, Inc.

Arlington, MA

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# Foreword

In order to assist the Department of Education in assessing the strengths and weaknesses of Transitional Bilingual Education (TBE) programs in Massachusetts, the Intercultural Center for Research in Education, Inc. has produced this preliminary report.

This study is based on statistics and documentation collected by The Department of Education and on interviews with professionals involved in TBE in Massachusetts, with an emphasis on extensive interviews with TBE directors at the local level. Current practice in Massachusetts is measured against the findings and recommendations of the top researchers in the field of bilingual education and recommendations for action by the DOE are articulated. The information and recommendations have been developed to guide and to inform the DOE in developing technical assistance, teacher training, useful publications, policy, and guidelines.

While the information in this document is tremendously helpful to us in planning how the DOE can assure effective total education for bilingual students, more remains to be done. In particular, more information is required on the details of current practice in TBE classrooms and on the long term performance of former TBE students in mainstream classrooms. It is important that we continue to look at TBE as a part of the overall educational process.

Gilman Hebert, *Director*  
Bureau of Equity and Language Services  
November 1992





## ACKNOWLEDGMENTS

The authors would first like to recognize Gilman Hébert, Director of the Bureau of Equity and Language Services, for his untiring dedication to the improvement of educational opportunities for language minority students. Only through his vision, perseverance and commitment was this study possible.

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We would also like to thank Maria Brisk of Boston University, Frances de la Fuente of the Methuen Public Schools, Martha Montero-Sieburth of Simmons College, Ann O'Donnell of the Lowell Public Schools, and Cathy Walsh of the University of Massachusetts for their valuable comments on a draft version of this report. Their perspectives, based on extensive experience in the field of bilingual education, were most helpful and their support is greatly appreciated.

Finally, we would like to thank all of the Massachusetts TBE Directors who generously gave their time, shared their perspectives and provided the valuable information that is compiled in this report. Their genuine commitment to bilingual education, even under sometimes difficult conditions, is a symbol of hope and encouragement for the many families in the Commonwealth who seek quality educational opportunities for their children in a context of respect for their linguistic and cultural heritage.

## TERMINOLOGY

The bilingual education literature tends to describe children whose first language is not English and who are in the process of developing their English language skills as "Limited English-Proficient" or LEP. For us, this term carries a connotation that these students are somehow "limited". For this reason we have decided to introduce the term "**Potentially English-Proficient**" or **PEP** throughout this report, to highlight that these children are in the process of developing their language skills and are fully expected to achieve full proficiency. We hope the reader will indulge our semantics as a gentle reminder that these students, who develop strength in two or more languages, have tremendous potential as full contributors to our multicultural society.





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## **EXECUTIVE SUMMARY**

This report summarizes trends in bilingual education from the literature, presents demographic trends in the enrollment of "Potentially English Proficient" students in Massachusetts school districts, and describes the results of extensive interviews with Directors of Transitional Bilingual Education programs across the Commonwealth. A set of recommendations to the Bureau of Equity and Language Services of the Massachusetts Department of Education are presented.

### **1. TRENDS IN LITERATURE ON BILINGUAL EDUCATION**

- Though children quickly develop everyday social English, the English needed for academic success takes much longer to develop.
- Since skills learned in one language transfer to another, children with a solid academic foundation in their native language will do better in English in the long run.
- Reading should be taught in the child's dominant native language, which will transfer to higher academic achievement later on.
- Content-based learning is more effective in language development of Potentially English Proficient students than direct instruction in language acquisition.
- Children are not limited by bilingualism, in fact being able to function effectively in two languages is a desirable characteristic in an increasingly multilingual and multicultural society.
- Effective schools for mainstream students tend also to be effective in educating language minority students. The major components of effective schools for minority students are:
  - Qualified and dedicated bilingual staff
  - Appropriate and adequate educational materials
  - Principals who are active leaders in support of bilingual education as part of an integrated instructional program for all students

- High expectations of all students and the instructional staff and strong demands for quality academic performance
- Careful plan for providing primary language instruction to Potentially English Proficient (PEP) students in the context of skills development
- A positive school climate that promotes multiculturalism and respect for diversity and a curriculum that validates the language, culture and experiences of PEP students
- Staff development activities to promote multiculturalism and respect for PEP students among all instructional and administrative personnel, and to establish strategies for integration and collaboration
- Active parental and community involvement and support

## **2. DEMOGRAPHIC TRENDS AMONG PEP STUDENTS IN MASSACHUSETTS**

- The PEP population in Massachusetts has grown dramatically in the last few years, from 22,525 students in 1984 to 42,600 in 1991, an increase of 89% in 7 years. While PEP student enrollments grew rapidly during this period, the enrollment of non-PEP students statewide actually declined slightly by some 2,000 students.
- More than half of this net increase in enrollments (57%) is accounted for by just four school districts: Boston, Lawrence, Lowell and Holyoke. Boston served 5,200 more PEP students in 1991 than in 1986, and Lawrence, Lowell and Holyoke enrollments have each increased by approximately 1,000 PEP students since 1986. During this same time period the enrollment of non-PEP students in the Boston Public Schools decreased by 4,630 (9%) and in Holyoke by 560 (11%), while the number of non-PEP students enrolled in Lawrence and Lowell remained virtually unchanged.
- Spanish-speaking PEP children are the single largest language group, accounting for 57% of all PEP students in the Commonwealth, with 24,481 enrolled in 1991. Spanish speakers have also accounted for the largest part of the recent increase in PEP enrollments, growing by 54% in the five years from 1986 to 1991.
- There are many other language minority groups in Massachusetts, together accounting for the other 43% in PEP enrollments. The four largest of these groups are speakers of Portuguese, Khmer (Cambodian), Chinese and Vietnamese, each with between 2,300 and



2,800 PEP students enrolled in 1991 and each accounting for approximately 6% of the Commonwealth's PEP population. None of these language minority groups has grown as fast as the Spanish speakers, but the numbers of Chinese and Vietnamese PEP students are continuing to increase steadily.

- The majority of PEP students are concentrated in a small number of districts that are among the communities with lowest levels of economic indicators in the Commonwealth. 72% of all PEP students attend schools in 10 Massachusetts communities: Boston, Lawrence, Lowell, Holyoke, Springfield, Worcester, Lynn, New Bedford, Cambridge and Chelsea. Enrollments in the Boston Public Schools alone currently account for 32% of the state PEP student population.
- While PEP students made up 5% of the student population statewide in 1991, they accounted for 17% of all students in the 10 communities above, and comprise an even higher proportion of the student population in Boston (22%), Lawrence (33%), Lowell (22%), Holyoke (36%) and Chelsea (24%).
- This highly uneven distribution of PEP students makes statewide policymaking regarding bilingual education complex. The majority of districts serve very few PEP students, and therefore the natural constituency for support of bilingual education is small. This is exacerbated by the fact that PEP students are concentrated in low-income communities that tend to have the tightest school budgets and many competing priorities for financial support. Conversely, the small TBE programs in many districts run the risk of being isolated due to their low enrollments and their efforts to sensitize mainstream staff to the needs of PEP students can go unheeded.

### **3. RECOMMENDATIONS BASED ON INTERVIEWS WITH TBE DIRECTORS**

Interviews with most of the 51 TBE Directors in Massachusetts were conducted in April and May 1992. Based on extensive analysis of the TBE Director interview responses, the trends in bilingual education nationally and the demographic trends in the Commonwealth, the following recommendations are made to the Bureau of Equity and Language Services of the Massachusetts Department of Education.

**Recommendation 1:** The Massachusetts Department of Education should promote practices that develop first language literacy among young PEP students, as supported by national trends. Bilingual program staff should resist pressure to teach English as quickly as possible and focus on the development of academic skills in their students' first language. This trend, expressed by TBE Directors and supported by the latest research findings, states that a solid development of cognitive academic skills in the native language is transferable to and favors the acquisition of academic skills in English.

**Recommendation 2:** Given the successes of Two-Way Bilingual Programs reported by TBE Directors as a promising educational practice, it is important that BELS encourage and support systematic evaluation of these programs to define the impact of these programs on student language proficiency in the two languages, academic performance in subject areas and the degree of cultural and social integration among students. The results of these evaluations should be disseminated in order to promote implementation of these programs in other interested school districts.

**Recommendation 3:** Given the increasing demand for basic skill development programs for previously uneducated secondary school PEP students, whose numbers continue to grow, more follow-up and technical support should be provided to these programs by BELS. Dissemination of successful strategies should also be promoted, given that the research literature does not assess these types of innovative programs.

**Recommendation 4:** Given the diversity of low-incidence language groups served by English as a Second Language (ESL) programs across the Commonwealth, BELS should encourage, coordinate and organize more systematic and sustained staff development efforts to upgrade the pedagogical skills of ESL teachers and their level of cultural awareness and information. Also, it is recommended that BELS identify and assess successful ESL practices and integrate them in new teacher training activities.

**Recommendation 5:** Given that the objective of this study was to describe the instructional models in use from a very general programmatic perspective, it is recommended that further studies be undertaken with a sample of Massachusetts school districts that would permit more refined analysis of innovative instructional models in use at the classroom level in order to identify



successful components and practices. The dissemination of these experiences would facilitate the replication of those pedagogical experiences found to be effective in promoting educational attainment of language minority students.

**Recommendation 6:** BELS should take a leading role in promoting systematic evaluation and student follow-up of existing bilingual programs, particularly those serving large PEP populations. Evaluation could be carried out through partnerships with local universities and/or non-profit organizations, by using a combination of Title VII funds and grants from private foundations. If the effectiveness of TBE programs cannot be demonstrated through systematic longitudinal data collection, the possibilities of program improvement or enhancement will be seriously affected and the legitimacy of the programs will be undermined.

**Recommendation 7:** In order to encourage program evaluation and data exchange on an on-going basis, BELS, in collaboration with other Massachusetts DOE Bureaus, should encourage the setting up of a state-wide data collection system that records the academic, linguistic and socio-cultural history of PEP students on a computerized system that facilitates transfer of information between school districts and makes statistical analysis of student progress more timely and reliable.

**Recommendation 8:** In the context of on-going financial restrictions, BELS should provide technical support and information to TBE Directors on grant writing. The preparation of joint proposals between TBE programs that are dealing with similar student populations should be encouraged in order to make efficient use of existing limited resources.

**Recommendation 9:** BELS should take a leading role in promoting coordination and collaboration between bilingual education and other educational programs and services at the state level (Chapter 1, Vocational Education, Special Education) in order to improve the overall quality of education for the increasing number of language minority students who are arriving in the Commonwealth. The setting up of a coordination/collaboration model at the Department of Education should be a model to be replicated by the local school districts.

**Recommendation 10:** BELS should continue disseminating its publications to top school administrators and school committee members in order to raise cultural awareness and sensitivity towards the education of PEP students. Additional efforts to reach top school administrators should be undertaken, for example by establishing on-going contact with the New England

Superintendents' Leadership Council, a consortium sponsored by the New England Multifunctional Resource Center for Language and Culture in Education (MRC). BELS should also request formal endorsement by the Board of Education of a policy that promotes ownership and co-responsibility for the education of linguistically and culturally diverse students by all school staff in the Commonwealth.

**Recommendation 11:** BELS should continue its on-going support of TBE Directors by promoting meetings, exchange of information and coordination of staff development activities and fundraising among the Directors. They value and need the technical support and encouragement that BELS can provide in order to continue their efforts under, at times, very adverse circumstances.

**Recommendation 12:** BELS should continue the development and dissemination of publications such as "Promising Practices" to describe in detail the successful educational programs and activities that school districts are implementing for PEP students, and to promote meetings and field visits by TBE Directors to innovative programs in order to broaden experiences among TBE Directors and bilingual education staff. In addition to traditional written reports, BELS should make use of videos and telecommunication computer networks to disseminate information in the field.

**Recommendation 13:** BELS should incorporate a long-term training and follow-up component to the site monitoring visits, so that monitoring visits become an opportunity for program improvement. BELS should take into account the areas of training prioritized by TBE Directors in the planning and coordination of teacher training activities for TBE personnel.

**Recommendation 14:** BELS, in collaboration with the Massachusetts Coalition for Bilingual Education, should refine and disseminate the vision of bilingual education defined by TBE Directors among educational policy makers and use it as a blueprint for discussion with Department of Education personnel, with the Massachusetts Board of Education, and in future meetings with TBE Directors. In this way BELS can promote the shaping of a multicultural and inclusionary educational policy that takes seriously the educational success of all children in the Commonwealth of Massachusetts.



## **CHAPTER 1: REVIEW OF LITERATURE**

In this section of the study we review the literature and summarize recent research documenting educationally effective practices used with linguistically and culturally diverse students. We sought to document current programmatic trends in states with large concentrations of Potentially English Proficient (PEP) students as well as in the Commonwealth of Massachusetts. The studies reviewed relate specifically to programs that follow the general model -- Transitional Bilingual Education early- or late-exit -- and, also, the two-way developmental bilingual or dual immersion programs. These documents examined important insights with regard to general instruction organization, literacy development, academic achievement, and the perspectives of students, teachers, administrators, and parents. This section is organized in six broad and overlapping areas: Trends in Bilingual Education; Program Models; Curriculum and Instruction; Social, Cultural, and Cognitive Factors; Roles of Principals and Teachers; and Evaluation.

### **A. Trends in Bilingual Education**

The study conducted by Goodman, Goodman & Flores (1979) seemed an appropriate starting point and helps to establish the context for this document. After a review of their own work with Papago and Spanish native-speakers, the authors concluded that if students whose first language is other than English are literate in another language their development of literacy in English will be easier than for people not literate in any language; and further, their control of English will be speeded as a result of their rapid progress in becoming literate in their native language. The same view is consistently reinforced in the review of pertinent literature.

The pioneering research of Cummins (1981) and Snow (1984) provides insight into the source of problems often encountered by Potentially English Proficient (PEP) students who attempt to acquire a second language without an adequate level of development in the native language. Cummins, in his analysis of the situation faced by Canadian language minority children in English-language classrooms, suggested that language proficiency might be characterized broadly as consisting of "social" language and "academic" language. The social language proficiency, which Cummins originally referred to as Basic Interpersonal Communication Skills (BICS) is used in informal or casual situations, where most of the message is conveyed by the setting, the shared background of the speakers, and a variety of contextual clues. Academic language proficiency, referred to as Cognitive Academic Language Proficiency (CALP), is characteristic of that required in classrooms, where most of the message is conveyed by a language that is more formal, more

abstract, and more cognitively demanding and where the contextual clues are greatly reduced. Social language skills may be acquired in one to two years; it can take children from five to seven years to acquire more cognitively demanding academic language to perform school tasks (Cummins 1981; Collier, 1987; Hakuta, 1986; Ovando & Collier, 1985).

When language minority students make the transition to English instruction prematurely, they are prone to "limited bilingualism", which is less than native-like proficiency in either the mother tongue or the second language (Spener, 1988). The language demands of English instruction -- even in Mathematics -- are sufficiently great to cause PEP students to experience considerable difficulty in their classes and result in impeded cognitive development and lowered academic achievement (Hakuta, 1986; Spanos & Crandall, 1988). Spener summarizes the problem in this way:

The overriding goal of TBE programs is to mainstream students into English-only classrooms. As a result, a major component of such programs is the development of English proficiency in the students. Unfortunately, most of the programs last only two or three years, not long enough for children to build up CALP level skills in either their mother tongue or English. Such children may be mainstreamed into English-only classes before they have attained the minimum linguistic threshold necessary to ensure their ability to carry out cognitively demanding tasks in English. Additionally, two or three years at the elementary level is regarded as insufficient time to allow for the development of CALP skills in the mother tongue. Students mainstreamed after only two or three years in bilingual classrooms will generally not be able to rely on a cross-language transfer of academic skills from their mother tongue to English to compensate for their CALP deficit in English. Consequently, language-minority students who are mainstreamed out of transitional bilingual programs may not be sufficiently prepared to participate and compete in English-only classrooms where English is the mother tongue of the majority of their peers.

(Spener, 1988, pp. 148-49)

Drawing on bilingual education research conducted throughout the 1980's, Crawford formulates the following five points to summarize the major findings:

1. Early childhood is not necessarily the optimum period in which to acquire a second language; older children and adults can actually be better learners. Thus the rush to immerse very young children in English may be inappropriate;
2. Language proficiency is a configuration of many different kinds of language abilities. Though children may quickly acquire simple, everyday social English, the English they need for academic success will take much longer to develop.



3. Skills learned in one language transfer to another. Children with a good academic foundation in their first language will do better in English in the long run.
4. Reading, especially for at-risk children, should first be taught in the native language. These skills will ultimately transfer into higher achievement in English.
5. Children are not handicapped cognitively by bilingualism, and some types of intelligence may actually be enhanced by being bilingual.

(Crawford, 1989, p.89)

Crawford's first point remains controversial. Several researchers (see for example Garcia, 1986; Yawkey and Prewitt-Diaz, 1990) have documented the success of bilingual education for young children, and the rationale for two-way developmental bilingual education is founded on the assumption that children can begin second-language development in kindergarten. Crawford's final point is worded rather negatively. Numerous researchers (see for example Hakuta, 1990; Diaz, 1985) have shown that full bilingualism is a clearly positive and highly desirable educational outcome.

## **B. Program Models**

Due to the complexity of issues involved in making programmatic decisions that benefit PEP students, a variety of instructional models have been proposed by both scholars and practitioners and implemented in various degrees in school districts with a high concentration of language-minority students. Among these are compensatory programs such as structured English immersion and "early-exit" TBE programs, whose primary goal is to develop English language proficiency as quickly as possible; and integrative programs such as "late-exit" TBE, developmental two-way bilingual and long-term maintenance programs, whose goal is to develop proficiency and academic skills in both the native language and in English.

In an attempt to address concerns that center around the type of bilingual education that seems to work the best for PEP students, *The Longitudinal Study of Structured English Immersion Strategy, Early-Exit and Late-Exit Transitional Bilingual Education Program for Language Minority Children* (Aguirre International, 1991) sought to compare the relative effectiveness of two alternative programs (structured English immersion strategy and late-exit transitional bilingual

education program) with that of the programs typically funded through the Bilingual Education Act, the early-exit transitional bilingual education model.

Even though they represent three distinct instructional programs and notwithstanding the differences in language use patterns, the study found more similarities than differences among the three programs regarding instructional strategies. The findings reported suggest that the three programs are comparable in the total amount of instruction provided per day by content area and that classroom instructional activities show slight variation by grade but not by program. However, reflecting their respective instructional models, the three programs do differ in the amount of English language arts instruction provided across grades. Students in immersion strategy classrooms are provided with the most instruction in English language arts, followed by early-exit, and late-exit programs.

The crux of the study was the comparison of relative effectiveness between the different program models. The analysis of the data collected showed no difference in the achievement in mathematics, English language skills (as defined by the CTBS), and English reading skills between structured English immersion strategy and early-exit transitional bilingual education students. In sum, after four years in their respective instructional programs, Potentially English Proficient students in immersion strategy and early-exit programs "demonstrate comparable skills in mathematics, language, and reading when tested in English. (p. 20)".

The comparison of three late-exit programs, however, yielded some different results. Although students in all three late-exit sites had "comparable mathematics skills at the end of grade three, by the end of grade six, children in the two late-exit sites that used the most native language (Spanish) for instruction achieved significantly higher than the site which abruptly transitioned students into almost all English (p. 21)". In addition, the late-exit site with the consistent level of primary language instruction (approximately 40%) realized higher scores in English language and English reading than either of the other two late-exit sites. The authors note that the growth for the students in the late-exit site, wherein students were most at-risk and which provided the most primary language instruction, was consistently greater than for the norming population used in the study.

Findings reported in the *Evaluation of Programs for Pupils with Limited Proficiency in English* (BW Associates, 1992) in California confirm that when schools chose different models for educating their PEP population, they do so based on their internal and external conditions and on



their perception of the educational and organizational innovations that best serve the needs of their language minority population. The report describes five different models utilized in elementary schools in California and concludes that each model offers unique advantages and limitations with a clear advantage of the transitional bilingual model over models that do not develop students' native language. Similar findings had been reported by Walsh & Carballo in their 1986 study titled *Transitional Bilingual Education in Massachusetts: A Preliminary Study of its Effectiveness*. The test and grade performance data examined by the authors suggest that "PEP students that enter TBE programs and are transferred or mainstreamed after an average of three years, do better academically than PEP students prematurely mainstreamed and much better than those who never participated in TBE" (p.77).

One particularly successful example of an extended TBE program is the Eastman School in the Los Angeles Unified School District. A key component of the Eastman program is the sustained emphasis on the development of students' first language during the entire schooling process. Students acquire thinking and problem-solving skills in their first language, while receiving instruction in English as a second language (ESL). The results have been so impressive that the Los Angeles School District has adopted the Eastman model for many of the schools serving the district's 163,000 PEP students (Gold, 1988, p.4).

In a survey of successful programs in California, Krashen & Biber (1988) found that students in well-designed bilingual programs consistently outperformed comparison students, and did very well compared to local and national norms, often reaching national norms between grades three to six. They defined a "well-designed" program as one that had the following characteristics: (1) understandable input in English in the form of subject matter teaching using basic vocabulary and visual clues; (2) subject matter teaching in the first language, without translation in order to provide background knowledge that will make English input more comprehensible; and, (3) literacy development in the first language, which will transfer to the second language.

An examination of the currently available findings suggests that a consistent pattern seems to be emerging. It appears that students who were provided with a substantial and consistent primary language development program learned mathematics, English language, and English reading skills as fast or faster than the norming population used or than their counterparts enrolled in programs that did not provide instruction in the native language. As these students' growth in academic skills is atypical of disadvantaged youth, the findings provide support for the efficacy of primary

language development in facilitating the acquisition of English language skills. In sum, research suggests that providing PEP students with substantial amounts of instruction in their primary language "does not impede their acquisition of English language skills" (BW Associates, 1992, p.36), and in many cases enhances student academic performance.

A new trend in bilingual education, the developmental two-way bilingual programs, blends second language development programs for majority English-speaking children and bilingual education programs for minority language children. They differ from conventional bilingual education programs in two important respects: first, they include English-speaking students who are learning the minority language and second, they are designed to develop and maintain the minority language students' home language while at the same time promoting English language development -- they aim for bilingual language proficiency. Nationally, enrollments in dual immersion programs have grown more than tenfold from 450 students to 4,600, and funding has climbed from \$250,000 to \$6 million, while funding for traditional transitional bilingual programs has slipped (Boston Globe, Friday, April 17, 1992).

The first two-way bilingual program was instituted in San Diego in 1975 (Genesee, 1987). It was designed to meet "instructional needs of Spanish-speaking students with limited proficiency in English...In addition, since the program also includes native English-speaking students, it allows language minority students to enjoy full integration while providing exemplary second language instruction for native speakers of English" (San Diego City Schools, 1982). In the San Diego program, Spanish is the main medium of instruction from pre-school to grade 2. English is taught for about 20 minutes a day in pre-school; 30 minutes a day in kindergarten; and 60 minutes a day in grades 2 and 3. There is a strong emphasis in these grades on oral language training in both English and Spanish as a preliminary to teaching literacy. Instruction is divided about equally between English and Spanish in grades 4, 5, and 6. English is used to teach language arts, music art, and physical education (for two hours) and Spanish is used to teach language arts, social studies, science, and health (for two hours); mathematics instruction (one hour) alternates between Spanish and English on a weekly basis. "A strength of the program, particularly for the preschool and kindergarten levels, is that classroom activities are well planned and highly structured -- more than classroom activities usually are at the earliest grade levels." (San Diego City Schools, 1982, p.33).



A consensus of opinion was expressed by educators at a roundtable conducted in 1987 at the Institute for Responsive Education in Boston, where Maria Brisk, associate professor of Education at Boston University, David Groesbeck, then bilingual program director for Holyoke, Massachusetts Public Schools, and Diana Lam, then Community Superintendent for District A, Boston Public Schools, shared their views on two-way bilingual programs. They agreed that successful two-way bilingual programs share some specific features: the curriculum is appropriate for both languages, teaching and learning are approached in a multidisciplinary way rather than compartmentalized, scheduling is flexible, and programs have strong parent and community support. In addition, because a two-way bilingual program is an innovation, some rules for innovations must be adhered to. The implementation of a two-way bilingual program requires planning, it requires curriculum development, it requires teacher training, and it requires working with parents. The two-way model removes educators from the political fight of whether children should be educated in this language or in that language: it is a given that they are going to be educated in both and that children from both language groups are going to be together (Brisk, 1987).

A total of 17 two-way developmental bilingual education projects nationwide are currently supported by the U.S. Department of Education, including three in Massachusetts. Most of these programs are in their second year of operation, and while each has a program evaluation component, results are not yet available. As evaluations are completed over the next two years, the efficacy of the two-way developmental bilingual model can be assessed and comparisons made with the success of TBE program models.

### **C. Curriculum and Instruction**

Much of the latest research on bilingual education has focused on the characteristics of effective bilingual education, following a "what works" orientation, and specific programs which have effectively served language minority students have been identified. From an instructional perspective, bilingual and immersion programs have been particularly influenced by recent theoretical developments regarding second language instruction (Krashen, 1982; Chamot & O'Malley, 1986). These developments have suggested that effective second language learning is best accomplished under conditions which simulate natural communication and which minimize the formal instruction of linguistic structures (e.g., memorization drills, learning grammatical rules, etc.). In addition, the recent theoretical and practical consensus is that language learning experience should be communicated and centered around academic content areas (Chamot & O'Malley, 1986).

Therefore, of special concern are the findings reported in the *Evaluation of Programs for Pupils with Limited English Proficiency* (BW Associates, 1992) that regardless of the instructional program model adopted, teachers do not teach higher order cognitive skills effectively. "Teachers (in all programs examined) offer a passive language learning environment, limiting student opportunities to produce language and develop more complex language and thinking skills" (p. 8).

Authors such as Tikunoff (1983), Carter & Chatfield (1986), and Garcia (1988), have examined and described approaches, programs, and schools which effectively serve the needs of language minority populations. The primary goal of these studies was to determine the organizational, instructional, and social characteristics of effective schools, their classrooms and their personnel. When these findings are compared with findings related to effective schooling for mainstream students, many more commonalities than discrepancies are apparent. **In other words, an effective school for mainstream students is, in all probability, also effective to educate language minority students.**

For example, Carter and Maestas (1982) studied three effective bilingual education programs in California and reported that the schools studied shared little in terms of curriculum, organizational arrangements, and specific teaching techniques. What they did share, however, were processes of continuing school improvement, strategies of promoting positive school climate and positive student outcomes. All three schools emphasized positive leadership, clearly stated goals, high expectations of students and faculty, and strong demand for academic performance. Findings reported in *The Final Program Evaluation Report* (Texas Education Agency, 1990) confirm that schools that successfully teach language minority students in the state of Texas utilize a variety of instructional approaches which include cooperative learning, sheltered English, Montessori methods in early childhood, content-based ESL, and whole language methodology.

One of the most detailed descriptions of an effective language minority school presently available in the literature is provided by Carter and Chatfield (1986). Their work began in 1981 as a California Department of Education project to identify, describe, and disseminate information relevant to instructional programs throughout the state of California. In that project, the J. Calvin Lauderbach school was identified, and descriptive research was ongoing for five years. Of the 600 students that attend the school, half are Hispanic, one third are native-English speaking, and the remainder are Filipino, Laotian, Japanese, or Guamese. Lauderbach ranks twenty-second among the 28 schools in socioeconomic levels; the school is in the lowest fourth of district schools



socioeconomically but it is in the top quartile in achievement as measured by district proficiency tests. Specifically, Carter & Chatfield summarize:

Lauderbach school offers a comprehensive K-6 bilingual education program that enrolls approximately 70 percent of its students with one-third of these students being non-Hispanic. A Spanish teacher and an English teacher ensure the integration of English and Spanish instruction. Lauderbach utilizes a well-developed and quite specific curriculum continuum and a management system to parallel the curriculum. Goals and expectations are detailed, grade-level expectations are clear, and the school employs the management system to monitor student learning. For each non-Spanish speaking LEP student, an individual learning plan is developed. In most curricular areas rich Spanish-language materials supplement the English continuum. Additionally, the district administers a carefully constructed, curricularly valid proficiency test at the fifth grade. Lauderbach students score remarkably well on this test every year. That places Lauderbach ninth from the top among the 28 district schools.

(pp. 206-7)

Utilizing findings of the Carter and Maestas study, Carter and Chatfield (1986) present an analysis of one school's bilingual education program and the relationship between overall school effectiveness and success in the bilingual education program. The authors suggest that because most bilingual education programs are found within ineffective school environments, most are doomed to failure or at least to mediocrity. Many are in ethnically segregated neighborhoods, many are at the lowest rung of the social ladder, and many suffer from lack of faculty, staff, and student morale. Carter & Chatfield's study focused on the relationship between the bilingual education program and the many complex variables of curriculum, classroom conditions, organizational processes, school social environment, and the multitude of other variables that constitute the institutional endeavor.

The findings in these studies were confirmed by Garcia's (1988) review of five descriptive studies in selected sites throughout the United States. These studies identified specific schools and classrooms where Latino, American Indian, Asian, and Southeast Asian students were particularly successful academically, with academic achievement measures above or at the national norms and found that the instruction of basic skills and academic content was consistently organized around thematic units. The major thrust in these classrooms was the appropriation of knowledge centered around chosen themes, with the understanding that students would necessarily develop basic skills as a means to appropriate this knowledge.

Major issues in the development of bilingual programs were investigated by Garcia in this 1988 study as he surveyed the theoretical research related to the education of language minority populations and the assumptions which have guided the development of bilingual programs. Among these are the need to develop students' English language skills while providing them with native language instruction in order that they benefit from the educational experience available at the schools; the wisdom of adopting a content-based strategy to facilitate the transfer of knowledge (Chamot & O'Malley, 1986); and the understanding that in order to realize their full academic potential, students' native language skills, social and cultural experience, and knowledge of the world must be affirmed at school (Wong-Fillmore & Valadez, 1985).

Expanding the 1988 study into a two-year project conducted at Arizona State University, Garcia (1990) investigated the characteristics of effective instructional practices in K-6 classrooms in three Phoenix area elementary schools. At these schools, students were achieving at or above grade level on standardized measures of academic achievement. The seven classrooms were characterized by an integrated curriculum emphasizing thematic organization of instructional objectives and by student collaboration in almost all academic activity. Results of the analyses of the audio/video taped classroom instruction indicated that for literacy instruction teachers organized their classrooms in a manner that led students to interact with each other regarding the instructional topic. Discourse characterized by higher order cognitive and linguistic features was observed during these student-student discussions -- which occurred over 50 percent of the time. The data also indicated a trend toward greater English language usage as the children advanced through the grades. Self-transitioning strategies were observed in student-teacher and student-to-student dialogue journals.

These findings are confirmed by results of *The Final Evaluation Report* (Texas Education Agency, 1990), a three-phase study which provides much needed information on effective educational practices and processes within bilingual education programs. Phase II of the study had selected schools that appeared to be successful in teaching the Potentially English Proficient student. The Phase III report presents school descriptive data, qualitative data gathered during site visits, and quantitative school data, and describes in detail the many aspects of the six selected bilingual programs. The bilingual education programs included in the study reported higher mastery percentages on the TEAMS (a criterion-referenced test related to specific learning objectives and levels of proficiency on skills in which the students have received instruction).



The six programs vary in terms of the approaches used for teaching the content areas in the primary language. This also applies to the process of transition from Spanish to English. Despite the differences in approaches, however, all six sites had a carefully designed plan for providing primary language instruction and for facilitating the transition from the primary language to English. This supports the Carter hypothesis that effective bilingual programs will most likely be found in effective schools. In addition, the authors found that at the participating sites most faculty and staff have a thorough understanding of the theoretical framework on which the bilingual education program was developed and vigorously address the cultural component of bilingual education. Data collected indicate that the English language performance of students who receive instruction only in English (ESL) and students who receive both English and native-language instruction is lower than that of other students in mathematics, reading, and writing and on most objective measures. However, an interesting finding is that the performance levels of students in ESL and in bilingual programs are similar. **In other words, even though ESL students receive a much larger amount of instruction in the English language and none in their native language, they do not acquire English at a faster rate than students who receive most of their instruction in their primary language.**

Confirming findings of previous research, the *Texas Evaluation Study* found that many factors in the school and community have contributed to the success of programs: community support and understanding of the bilingual education program; strong leadership by administrators who understand the theoretical foundation and practical applications of bilingual education; positive teacher attitude among both bilingual education faculty and other faculty members of the school; high expectations of students by teachers and principals along with a strongly developed school philosophy towards bilingual education and the teaching of the Potentially English Proficient student; and parental involvement all are major factors contributing to the overall success of the program.

As pointed out by researchers (Walsh & Carballo, 1986) most of the research literature focuses on bilingual programs at the elementary level. In an effort to narrow the gaps in the existing research, Lucas, Henze & Donato (1990) report on six secondary schools that have been recognized by local, state, or federal agencies for their success in providing first-rate education to minority language students. Rather than focusing on instructional programs, as others have done, the authors assessed the effectiveness of the whole school on a number of variables. Confirming findings of previous studies, the authors list the following characteristics of high schools that

promote the achievement of language minority students: value placed on students' language and culture; staff development activities especially geared to serve these students; a variety of course offerings and programs; encouragement for the involvement of parents in the education of their children; and, commitment on the part of school administrators, faculty, and staff to empower language minority students through education.

#### **D. Social, Cultural, and Cognitive Factors**

There is considerable variability in both the population served by bilingual education and the linguistic, social, and affective contexts in which bilingual education takes place. While Spanish-speaking children remain the largest single population served by bilingual education programs in the United States, there are increasing numbers of children from Asia participating in these programs. There are also differences in the degree to which language-minority families support the use of their language in the schools, with some parents eager to have their children maintain and develop their native-language abilities and others wanting their children to be immersed in English as soon as possible. In addition, there may also be marked differences from one setting to another in the attitudes of teachers and the majority community at large toward native language and culture of PEP children. For example, in a 1992 OERI report *Language Characteristics and Academic Achievement: A Look at Asian and Hispanic Eighth Graders* (Bradby, 1992), findings reported for both populations indicate that **socio-economic status is directly related to English language proficiency. That is, as SES increases, the percentage of students with a higher English proficiency increases as well.**

Thus, findings of theoretical and empirical research regarding the social and cognitive influences on second language learning are relevant to bilingual programs. Schumann (1976) found that children are most motivated to learn a second language if they do not perceive this learning process as alienation from their own culture. Not only is the individual's attitude toward the target culture important, but also the relationship between the two cultures influences second language acquisition. Schumann also hypothesized that the greater the social distance between the two cultures, the greater the difficulty the second language learner will have in learning the target language.

Along the same lines, Wong-Fillmore, et al., (1985) suggest that individual differences in the social interaction skills of the child influence the rate of second language acquisition. Successful second language learners employ specific social interaction strategies that include: joining a group and



acting as if they understand what is going on even if they do not; using whatever language they have to get their ideas across, and as a result, inviting others to keep trying to communicate with them; and, relying on their friends for help.

Selinger (1984) and McLaughlin (1985) have proposed two different types of processes related to second-language learning. These processes include strategies such as over-generalization, simplification, and hypothesis testing. These cognitive mechanisms are chosen deliberately to overcome temporary and immediate obstacles to learning a task and to assist the learner in the acquisition of the second language. Same age peers have been particularly identified as important in assuring English development in schooling contexts (Selinger, 1984).

Hakuta (1986) likens second language learning to a problem-solving task. The learner will use numerous strategies, hunches, hypotheses, and related cognitive devices to solve the problem. Significantly, according to Hakuta (1986) and Hudelson (1987), the learner can transfer all the cognitive knowledge related to the first language to solve second language learning "problems". From the above review of second language acquisition research, second language learning seems most effective under instructional conditions which emphasize authentic communicative learning situations and minimize linguistic and cultural segregation of second language learners (Garcia, 1988).

This linguistic and cultural segregation has worried educators and raised questions about how effective programs for PEP students are at integrating children from different backgrounds. There is a danger that traditional TBE programs can separate non-English-speaking students, and consequently children can sometimes feel isolated and "different" from their English-speaking peers (Ferguson & Bigelow, 1987). As explained by a bilingual program director, the district "opened its first two-way bilingual program to address the feeling in the bilingual department that the city was not providing enough opportunity for students of different cultures and languages to interact in school. We were "physically transporting the children, but in reality, integration was not happening" (Ferguson & Bigelow, p. 23).

This sociocultural approach to instruction presents new possibilities in bilingual education where the emphasis is not solely on advancing students' English language capabilities, but on utilizing available resources, including the children's or the parents' language and knowledge, in creating new, advanced instructional circumstances for the students' academic development (Snow, 1992).

## E. The Role of Principals and Teachers

In his study of schooling in the United States, Goodlad (1984) discusses the role of the school principal in charting the direction of the school.

"There has been growing support in recent years for the view that the importance of the principal to school quality and improvement is great. Indeed, as with teachers, some people have gone so far as to claim that "everything depends on the principal."

(pp. 178-179)

These findings are confirmed by Carter & Chatfield's 1986 study of an effective bilingual school, as they describe the key the role of the principal at the Lauerbach Community School and the principal's support of staff and continuous efforts to improve and maintain the positive school climate in which the bilingual education program operates. They are also confirmed by Garcia (1988) in his study involving seven classrooms in three Phoenix area effective elementary schools. Garcia found that principals were highly articulate regarding the curriculum and instructional strategies undertaken in their classrooms and highly supportive of their instructional staff.

As described by the *Texas Education Agency Final Evaluation Report* (1990), a very important function of the principal in a bilingual education program is to serve as a bridge among bilingual education faculty and faculty in the all-English instructional program in the school. For the most part, non-bilingual education teachers are not aware of the processes in teaching in a bilingual education setting. The principal can play a critical role of bringing about understanding among faculty members of what other faculty members in the school are teaching and can provide opportunities for faculty to work together toward the common goal of delivering quality education to all students in the school. Also, as discussed in the same report, principals who are bilingual education advocates perceive themselves as instrumental in terms of supporting the program and providing flexibility to the faculty to carry out effective instruction. Effective implementation of bilingual education programs requires a thorough understanding of the theoretical basis for bilingual education and a solid grounding in the political and practical realities of operating an effective bilingual education program. **The principal, as the primary spokesperson for the school, has the opportunity to garner support for the bilingual education program from the central administration as well from the school board and community. In short, a**



principal who is less than "an avid advocate of the bilingual education program contributes daily to the demise of the program (p. 74)".

Findings of the Garcia (1988) study indicate that teachers in classrooms in which language minority students achieved at a high level, comparable to their English speaking peers, perceived themselves as instructional innovators utilizing new psychological and social theories to guide their instructional approaches. All were highly articulate regarding theory-to-practice issues. They continued to be involved in professional development activities and had a strong and evidenced commitment to student-home communication. Each teacher also felt that he/she had the autonomy to create and/or change the curriculum implemented in the classrooms even if this activity did not meet with guidelines established by local or state educational agencies.

## **F. Evaluation**

Unfortunately, no large-scale body of research is presently available regarding effectiveness of bilingual education program models for language minority students (Garcia, 1988). Baker and deKanter (1983), Willig (1985), Rossell and Ross (1986), Hakuta and Gould (1987), and Hudelson (1987) have each discussed the effectiveness and advisability of native language instruction, ESL, and /or immersion strategies. Ramirez (1986) reports preliminary data from a national study which attempts to compare the instructional effectiveness of these diverse program models. These authors differ significantly regarding their recommendations to practitioners but all agree that present research and evaluation studies contain significant methodological flaws (Garcia, 1988) and that the data needed to determine the effectiveness of bilingual education is simply not available (Hakuta & Gould, 1987; Genesee, 1987; Cziko, 1992).

Evaluation research, as it relates to bilingual education, has been the subject of much criticism due to a number of problems in past studies. One of these is the comparison of groups with very different instructional strategies. Hakuta & Gould (1987) note that without actual classroom observation to document the similarities and differences between the groups being studied, the studies tend to yield results that are difficult to interpret at least and incorrect at worst. Another problem with attempts to make comparisons between two types of educational programs, is the inability to use random assignment to groups. Willig (1985) finds that many students in the comparison groups used in evaluation studies in bilingual education are former students themselves, providing a very biased look at the results of bilingual schooling. Willig also notes that the better the research methodology, the greater the effect in favor of bilingual education.

Zappert & Cruz (1977) reviewed 184 studies comparing bilingual and monolingual programs in both the United States and abroad. After the application of six criteria designed to eliminate studies with serious methodological flaws, only 12 studies remained. The results of these studies were taken by the authors as evidence of the effectiveness of bilingual education. Of the 66 findings reported in these studies 38 (58%) showed the bilingual programs to be superior and 27 (14%) indicated no difference. Krashen (1991) and other scholars have interpreted findings of no difference between bilingual and monolingual programs as evidence in favor of bilingual education since they argued that children in bilingual classrooms were acquiring two languages and two cultures with no detriment to their academic achievement. It is therefore clear that the values ascribed to other languages and cultures may play a significant role in the interpretation of bilingual evaluation results (Cziko, 1992). Depending on the value ascribed to bilingualism and multiculturalism, researchers may interpret findings differently.

Walsh & Carballo (1986) found that data on former TBE students who had been mainstreamed were difficult to obtain and recommended better data management systems for districts operating TBE programs. Genesee (1987) examined the results of the evaluation of the San Diego two-way bilingual program and found them inconclusive due to the research and statistical designs utilized. "In particular it is not possible to evaluate the two components of this program separately as long as the scores of the Spanish-speaking students are combined with those of the English-speaking students" (p. 7). It has been found that there is generally a lag in English language literacy development during those grades of early native language instruction when English language arts are not taught, but follow-up testing of these students has found that they achieve the same level of proficiency in English within one year of receiving English language arts instruction. Findings such as these illustrate the importance of longitudinal evaluation designs. The necessity of this approach has been illustrated repeatedly in evaluations of the Canadian immersion programs (Genesee, 1987). This point warrants emphasis in the case of transitional bilingual programs where there is often an urgency, sometimes required by law, sometimes a district policy, to "exit" students from the program as quickly as possible. Such policy insures below average performance by these students in mainstream classes (Genesee, 1987).

The BW Associates *Evaluation of Programs for Pupils with Limited English Proficiency* confirms that, even in 1992, the data to judge how effectively California schools are meeting the challenge of educating their PEP students are not presently available because public schools do not have "valid and ongoing assessments of the performance for students with limited English proficiency"



(p. 18). The study collected student outcome data on English language proficiency and on academic achievement from 15 reportedly exemplary sites. The authors found that oral proficiency language tests were problematic and not generally comparable. Scores on the California Test of Basic Skills (CTBS) could not be used to determine a school's or program's effectiveness because schools in the study's sample either did not consistently test their PEP pupils, or poor attendance and high transiency of PEP students who were in a program long enough prevented valid comparisons.

Cziko (1992) points to a host of methodological reasons for the variability of findings in evaluation studies of bilingual education: (a) lack of adequate random-sampling procedures (resulting in questionable generalizations of findings); lack of control of confounding factors in assessing treatment effects; (c) questionable reliability and validity of achievement measures; (d) bias in the selection of studies for review; and, (e) inappropriate use of statistical procedures in analyzing evaluation findings. To this, he adds that a great majority of studies examined were conducted as part of federal funding requirements and were not designed to be well-controlled studies on the effectiveness of bilingual education. Taken together, these findings seem to indicate the need to set up systems that can assess, on a longitudinal basis, the academic and social and cultural benefits gained by students participating in programs.

Despite the lack of comprehensive evaluation data to assess the efficacy of the various bilingual education programs, the available research strongly suggests the components of a successful program to serve PEP students. Most generally, findings suggest that successful bilingual education programs are an integrated component of successful schools. More specifically, effective bilingual schools tend to share the following characteristics:

- Qualified and dedicated bilingual staff
- Appropriate and adequate educational materials
- Principals who are active leaders in support of bilingual education as part of an integrated instructional program for all students
- High expectations of all students and the instructional staff and strong demands for quality academic performance
- Careful plan for providing primary language instruction to Potentially English Proficient (PEP) students in the context of skills development

- A positive school climate that promotes multiculturalism and respect for diversity and a curriculum that validates the language, culture and experiences of PEP students
- Staff development activities to promote multiculturalism and respect for PEP students among all instructional and administrative personnel, and to establish strategies for integration and collaboration
- Active parental and community involvement and support

## **CHAPTER 2: POTENTIALLY ENGLISH PROFICIENT STUDENTS IN MASSACHUSETTS**

Having surveyed the latest trends in the literature on schooling Potentially English Proficient students, we now turn our attention to the state of bilingual education in Massachusetts. In this chapter we present demographic and statistical data to provide a picture of the current status of the LEP student population in the Commonwealth in order to set a context for the qualitative discussion of Massachusetts TBE programs in the chapter that follows.

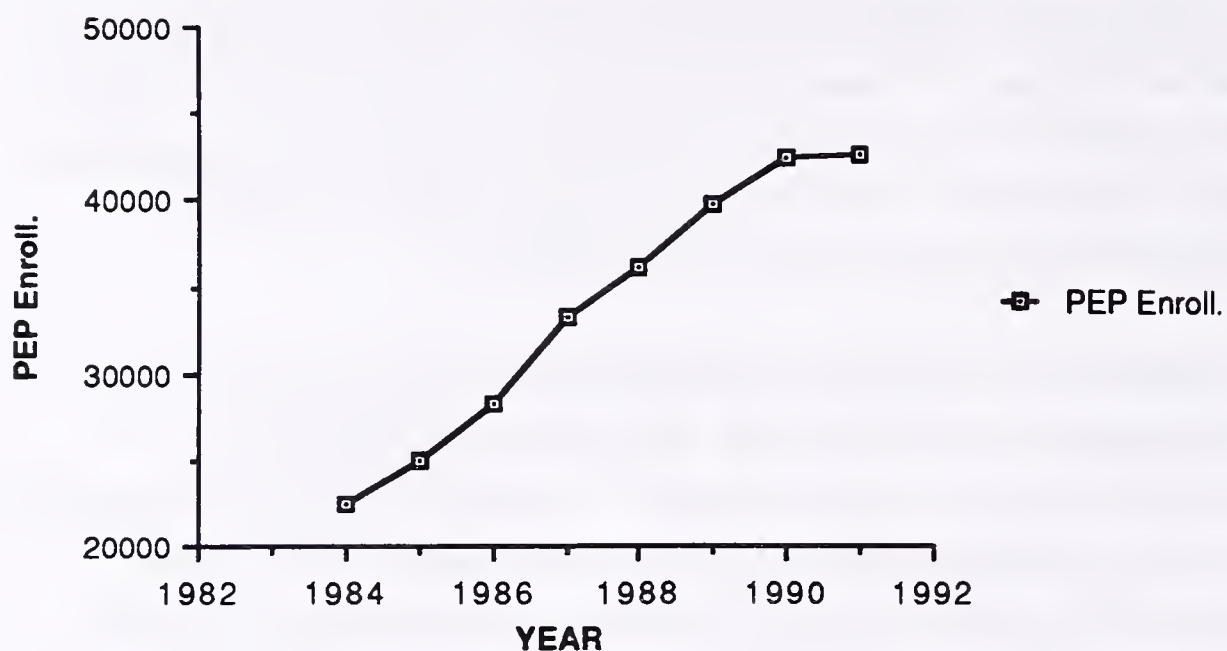
This chapter presents a description of enrollment patterns among Potentially English Proficient (PEP) students in Massachusetts from 1984 to 1991. All data were obtained from the Massachusetts Department of Education October 1 Reports. As noted in the Bureau of Equity and Language Services FY90 Annual Report (pp. 10-11), the Massachusetts October 1 Reports systematically undercount PEP students by at least 10% and planning based on the October 1 figures can have a serious negative impact on TBE programs. For the comparative purposes of this report we have elected to use the October 1 figures because complete school-year data on TBE program enrollment were only made available for FY91. Readers should keep in mind that October 1 Reports do not include the significant number of students who enroll after that date, as well as students who are not yet identified as PEP.

Massachusetts has the ninth largest population of PEP students in the United States, far behind states like California, Texas and New York, but by far the largest in New England. As shown in Figure 1, the Commonwealth's PEP population has grown dramatically in the last few years, from 22,525 students in 1984 to 42,600 in 1991, an increase of 89% in 7 years. While PEP student enrollments grew rapidly during this period, the enrollment of non-PEP students statewide actually declined slightly by some 2,000 students.

As the Massachusetts economy has slowed, so has the influx of PEP students into the public schools. As shown in Table 1, the largest increase in enrollments occurred between 1986 and 1987 with a statewide increase of 18% from 28,235 to 33,263 PEP students. That year, the number of PEP students in Boston increased by 34%, from 8,237 to 11,076. From 1990 to 1991 the statewide increase in PEP enrollments was less than 1% and in Boston its was 3%.



**Figure 1: MASSACHUSETTS PEP STUDENT ENROLLMENT 1984-91**



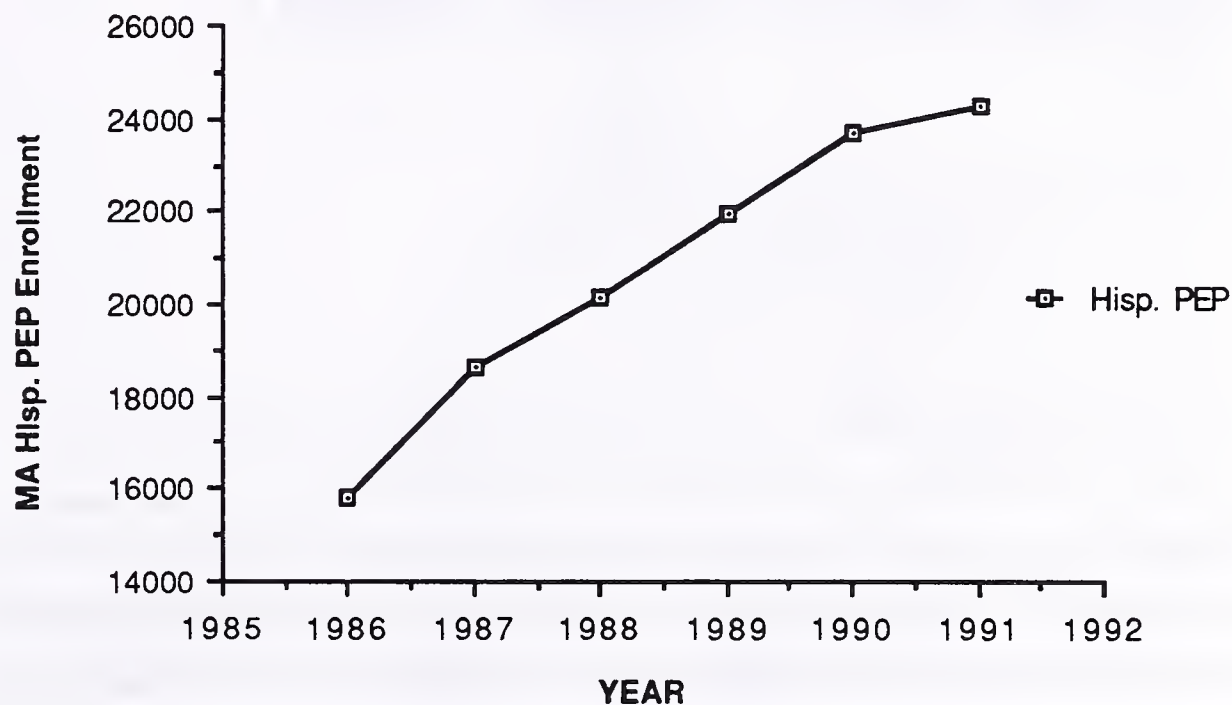
**Table 1: PEP Student Enrollment Increases in Massachusetts and in Boston, October 1, 1986 - 1991.**

Massachusetts			Boston	
Oct. 1	PEP Enrollment	% Increase	PEP Enrollment	% Increase
1986	28,235		8,273	
1987	33,263	17.8	11,076	33.9
1988	36,023	8.3	11,436	3.3
1989	39,747	10.3	11,900	4.1
1990	42,296	6.4	13,114	10.2
1991	42,598	0.7	13,480	2.8

The school districts with established language minority communities have tended to attract more new PEP students than other districts. The net statewide increase in PEP student enrollments from 1986 to 1991 was 14,363, but more than half of this net increase in enrollments (57%) is accounted for by just four school districts: Boston, Lawrence, Lowell and Holyoke. Boston served 5,200 more PEP students in 1991 than in 1986, and Lawrence, Lowell and Holyoke enrollments have each increased by approximately 1,000 PEP students since 1986. During this same time period the enrollment of non-PEP students in the Boston Public Schools decreased by 4,630 (9%) and in Holyoke by 560 (11%), while the number of non-PEP students enrolled in Lawrence and Lowell remained virtually unchanged.

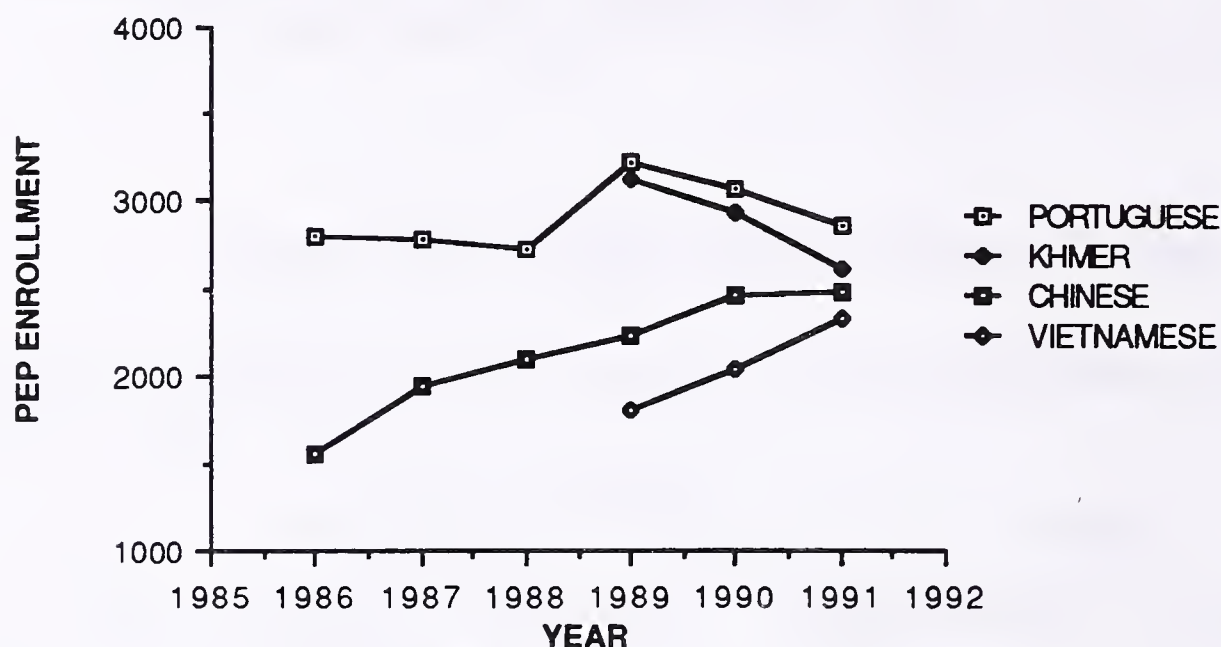
Spanish-speaking PEP children are the single largest language group, accounting for 57% of all PEP students in the Commonwealth, with 24,481 enrolled in 1991. Spanish speakers have also accounted for the largest part of the recent increase in PEP enrollments, growing by 54% in the five years from 1986 to 1991 (See Figure 2).

**Figure 2: MASS. HISPANIC PEP STUDENT ENROLLMENT 1986-91**



There are many other language minority groups in Massachusetts, together accounting for the other 43% in PEP enrollments. The four largest of these groups are speakers of Portuguese, Khmer (Cambodian), Chinese and Vietnamese, each with between 2,300 and 2,800 PEP students enrolled in 1991 and each accounting for approximately 6% of the Commonwealth's PEP population. As seen in Figure 3, none of these language minority groups has grown as fast as the Spanish speakers, but the numbers of Chinese and Vietnamese PEP students are continuing to increase steadily.

**Figure 3: MASS. PEP STUDENT ENROLLMENT BY FOUR OTHER LARGEST LANGUAGE MINORITY GROUPS, 1986-91**

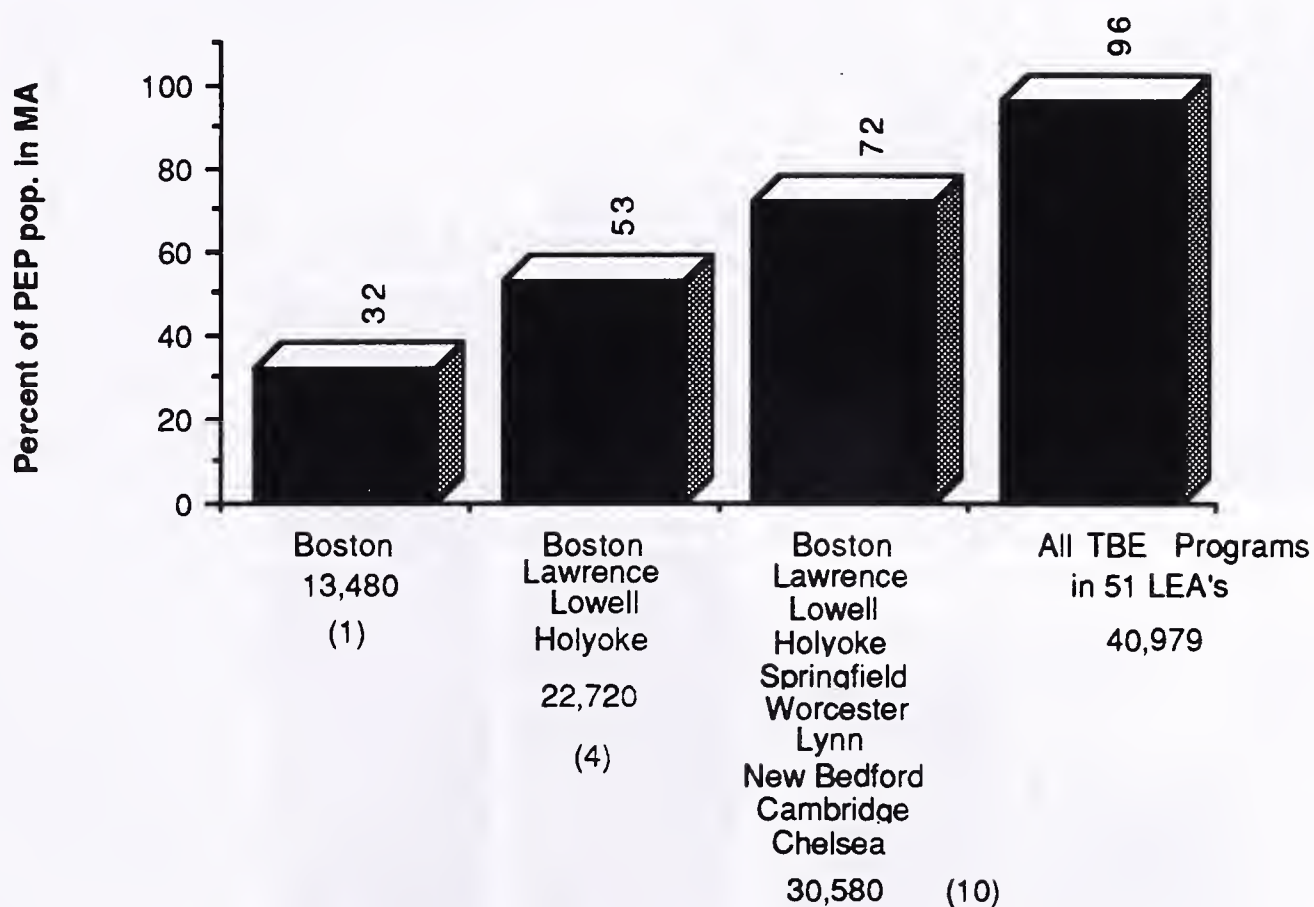


As shown in Figure 4, the Massachusetts PEP student population is not evenly distributed across the Commonwealth. Of the 351 Massachusetts school districts only 51 (15%) have Transitional Bilingual Education (TBE) programs, which are mandated when more than 20 students of a particular language minority group are enrolled in a district (Chapter 71A of Massachusetts General Laws). Other districts have low-incidence programs that utilize an English As A Second Language (ESL) approach to assisting PEP students to succeed in mainstream classes, but less than 4% of the Commonwealth's Potentially English Proficient students are enrolled in school districts without TBE programs.



Even within the 51 districts with TBE programs, the majority of PEP students are concentrated in a small number of districts that are among the communities with lowest levels of economic indicators in the state. 72% of all PEP students attend schools in 10 Massachusetts communities: Boston, Lawrence, Lowell, Holyoke, Springfield, Worcester, Lynn, New Bedford, Cambridge and Chelsea. Enrollments in the Boston Public Schools alone currently account for 32% of the Commonwealth's PEP student population.

**Figure 4: MASS. PEP STUDENT ENROLLMENT BY DISTRICT, 1991**

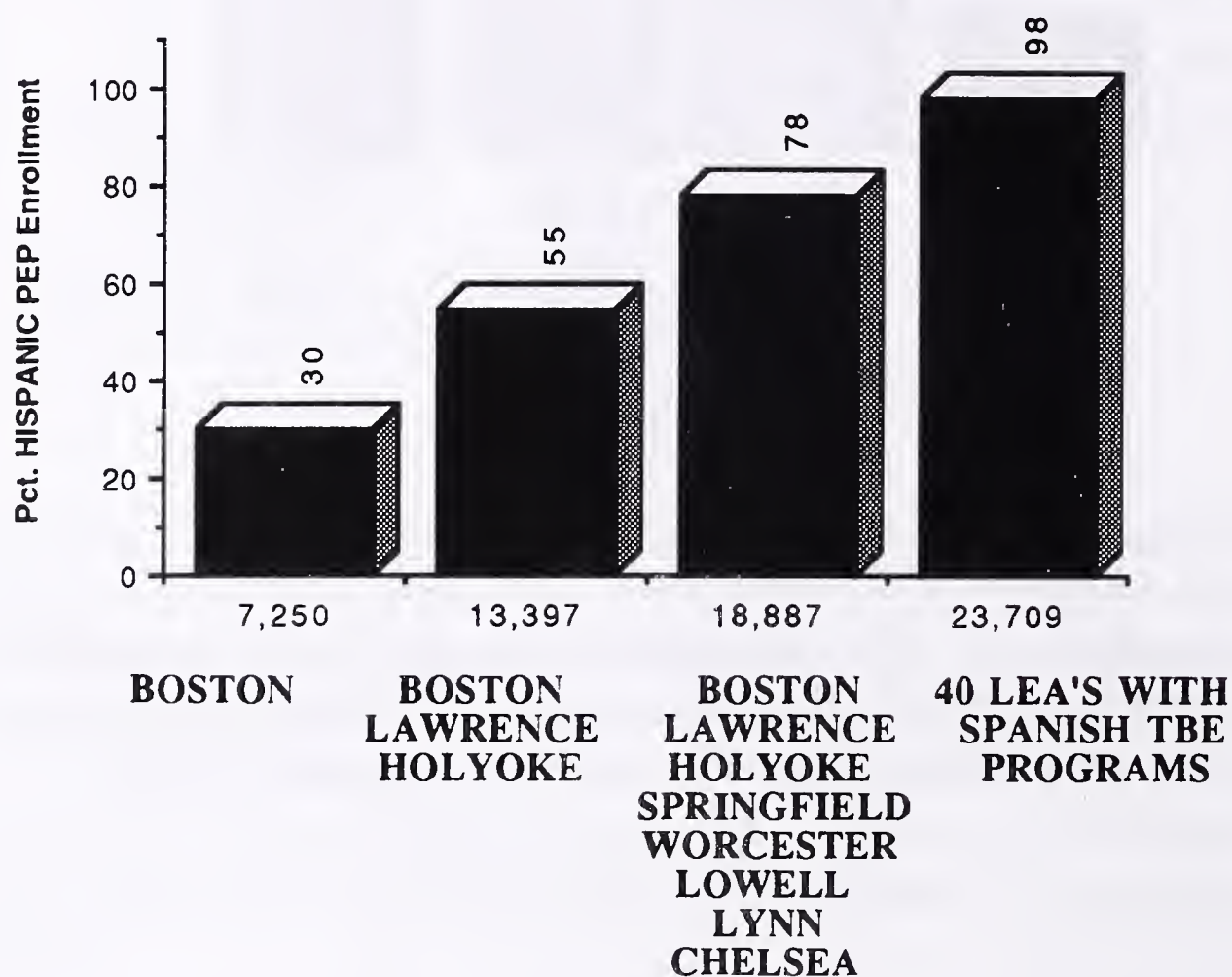


While PEP students made up 5% of the student population statewide in 1991, they accounted for 17% of all students in the 10 communities above, and comprise an even higher proportion of the student population in Boston (22%), Lawrence (33%), Lowell (22%), Holyoke (36%) and Chelsea (24%).

This highly uneven distribution of PEP students makes statewide policymaking regarding bilingual education complex. The majority of districts serve very few PEP students, and therefore the natural constituency for support of bilingual education is small. This is exacerbated by the fact that PEP students are concentrated in low-income communities that tend to have the tightest school budgets and many competing priorities for financial support. Conversely, the small TBE programs in many districts run the risk of being isolated due to their low enrollments and their efforts to sensitize mainstream staff to the needs of PEP students can go unheeded.

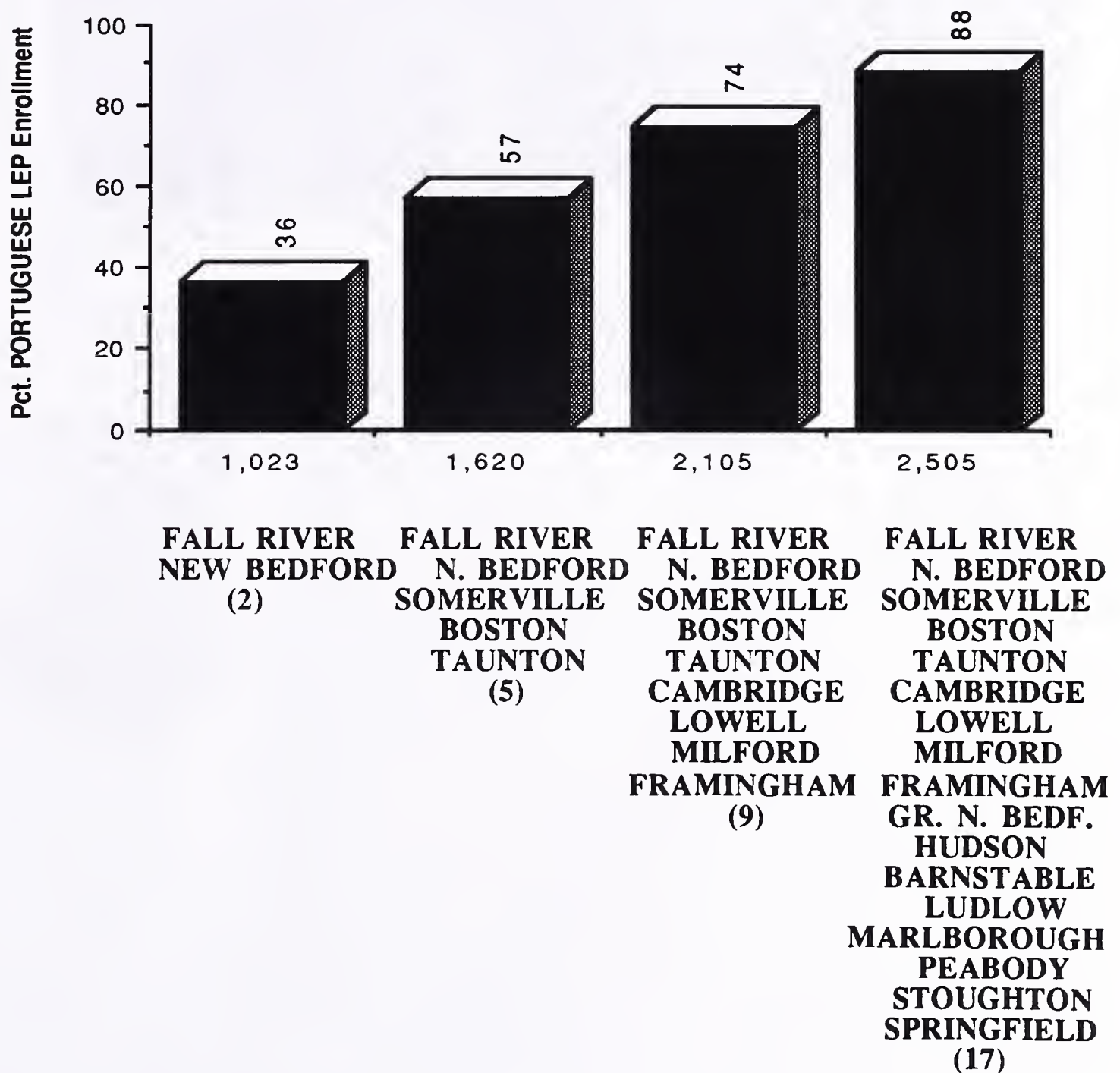
The statewide picture is made even more complex by the fact that immigrants of particular language groups gravitate toward communities where their language group is already established. For example, there are 40 school districts statewide with Spanish TBE programs; however more than half of all Spanish-speaking PEP students are enrolled in just 3 districts, and nearly 80% are enrolled in 8 districts in the Commonwealth (See Figure 5).

**Figure 5: MASSACHUSETTS HISPANIC PEP ENROLLMENT, 1991**



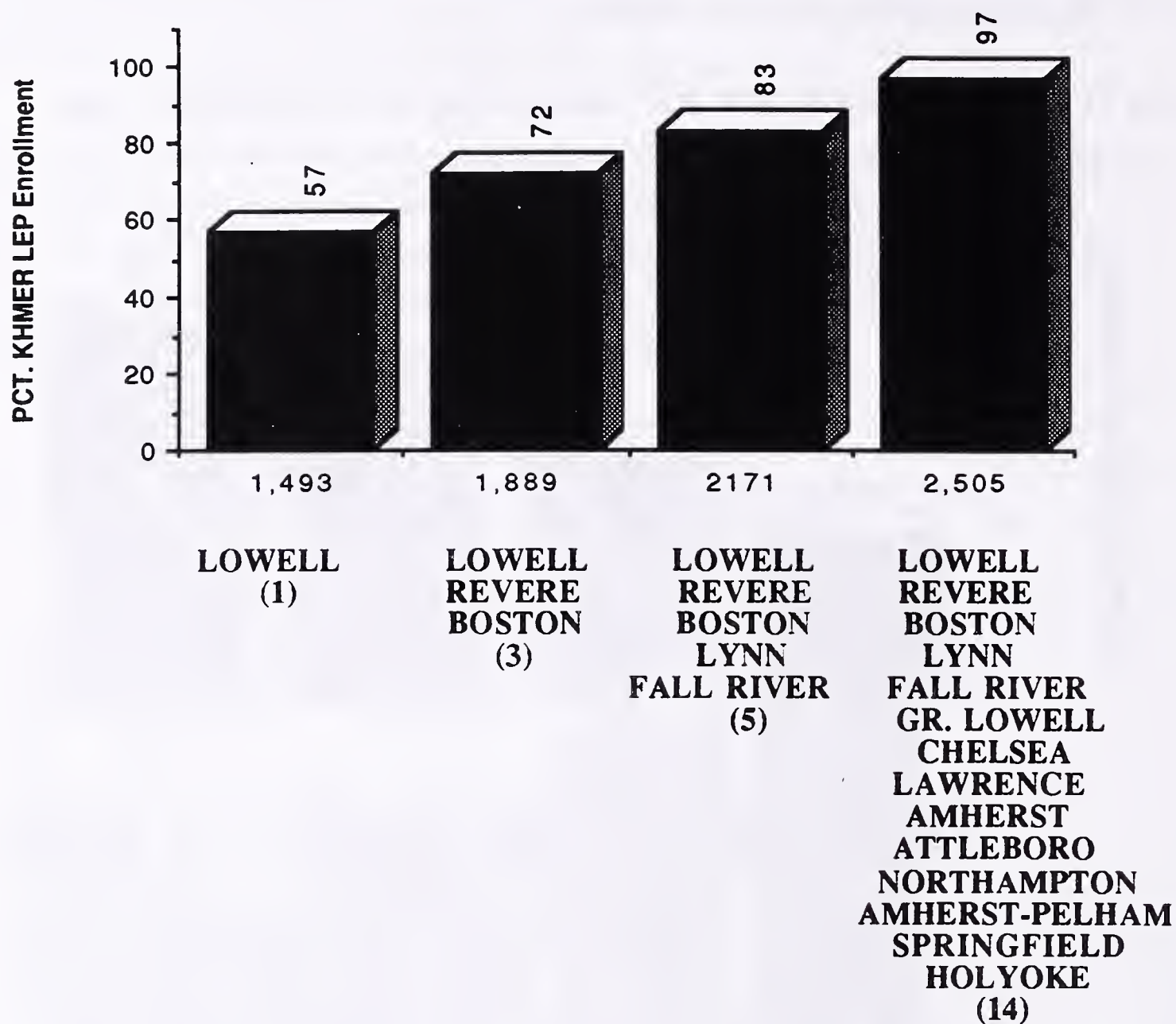
Portuguese PEP students gravitate toward a different group of communities (Figure 6), as do Cambodian native speakers (Figure 7), Chinese native speakers (Figure 8) and PEP students from Vietnam (Figure 9). Rather than having a homogeneous mix of PEP students around the Commonwealth, each school district must serve the educational needs of very different groups, both in terms of size and in terms of native language.

**Figure 6: MASS. PORTUGUESE PEP ENROLLMENT BY DISTRICT, 1991**

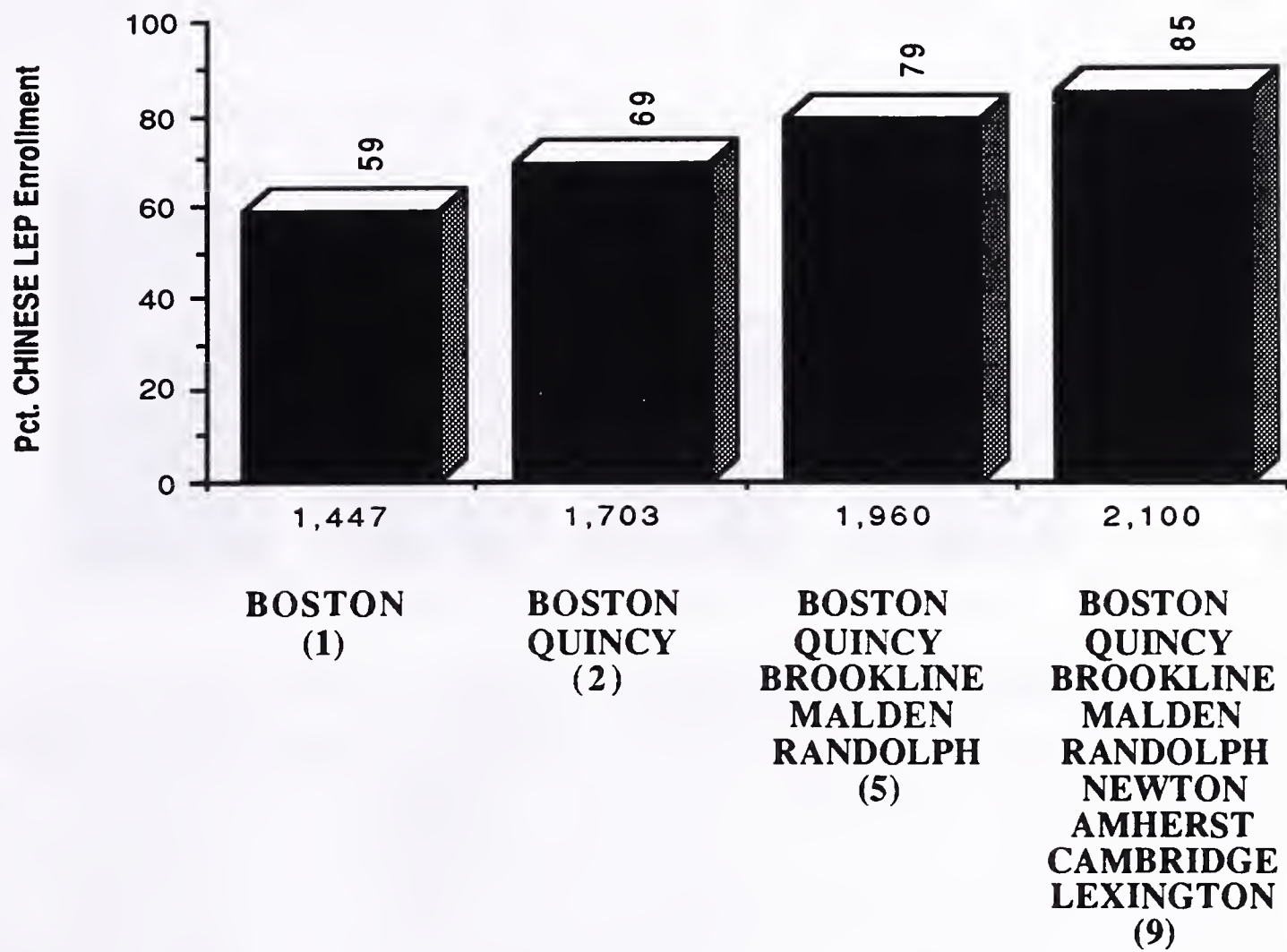




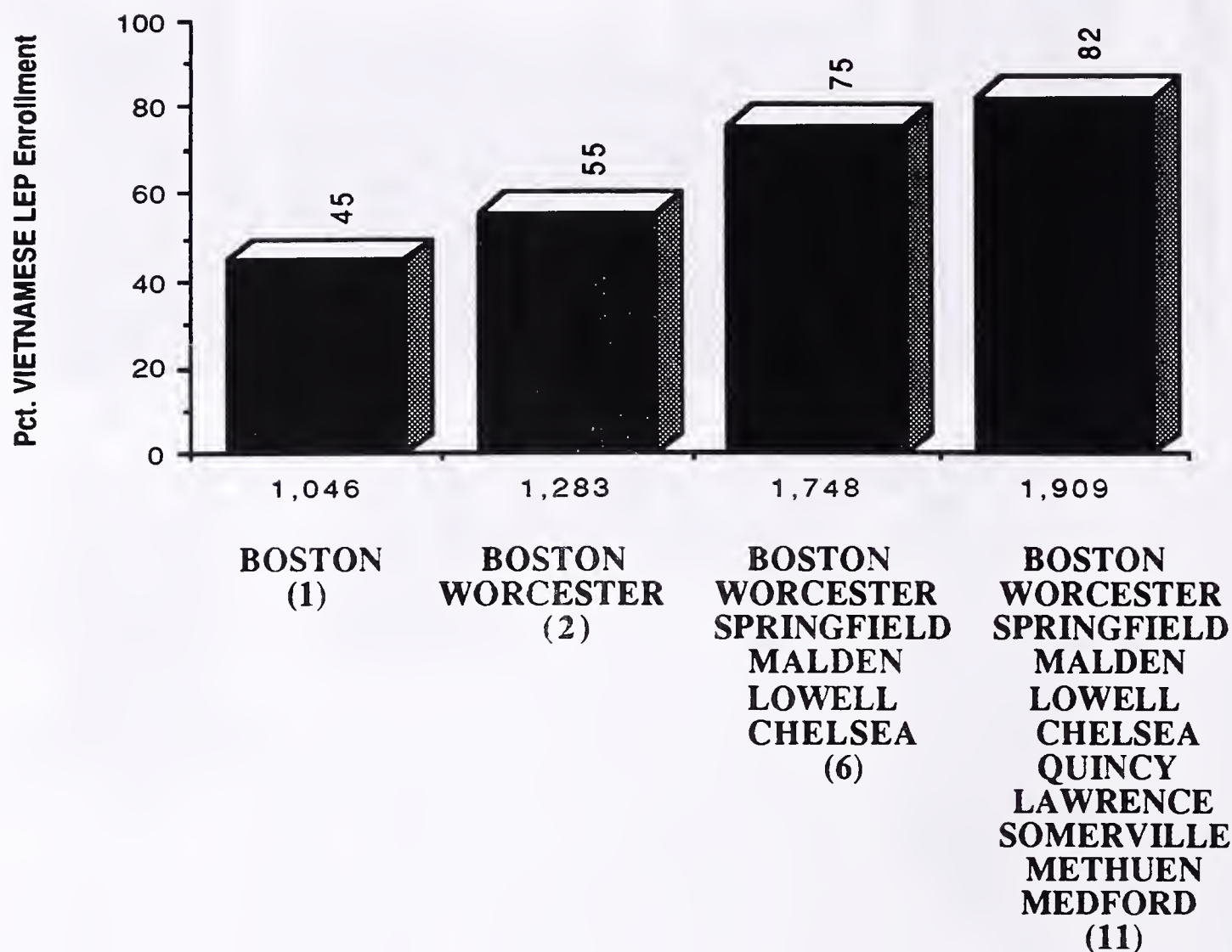
**Figure 7: MASSACHUSETTS KHMER (CAMBODIAN) PEP STUDENT ENROLLMENT BY DISTRICT, 1991**



**Figure 8: MASS. CHINESE PEP STUDENT ENROLLMENT BY DISTRICT, 1991**



**Figure 9: MASSACHUSETTS VIETNAMESE PEP STUDENT ENROLLMENT  
BY DISTRICT, 1991**



All of the above figures are based on the Massachusetts Department of Education October 1 Reports of students who are judged not to be able to perform effectively in an English-language classroom, but they do not reflect the actual numbers of students enrolled in TBE programs around the Commonwealth. The data on how many PEP students are participating in TBE programs are available for the school year ending June 1991, based on a survey of the 51 TBE directors. According to these data, participation in bilingual education varies by language group. The rates of



non-participation shown in Table 2 are the percentages of PEP students who are not enrolled in available bilingual education programs due to parental or student choice. It should be noted that Chinese and Vietnamese PEP students are much more likely to opt out of bilingual education than the other language groups, perhaps due to perceptions in some communities that bilingual education is remedial and would slow down students' academic progress, and perhaps due to cultural preferences of some groups for fast assimilation into the mainstream society.

**TABLE 2: NON-PARTICIPATION IN MASSACHUSETTS TBE PROGRAMS BY PARENT/STUDENT CHOICE, 1990-91.**

Spanish	10.4%
Portuguese	4.7%
Khmer	8.4%
Chinese	19.8%
Vietnamese	25.2%

The statistical overview presented in this chapter is based on the data that is currently collected by the Massachusetts Department of Education. There is no systematic data available on how PEP students are doing in TBE programs, and, perhaps even more importantly, how they do once they exit their programs and compete in English-only classrooms. As was noted in the previous chapter, this lack of longitudinal data has been lamented by researchers as the cause for the continuing debate about the efficacy of bilingual education. As we will see in the next chapter, very few districts in the Commonwealth have the resources, the experience, and the level of coordination between school departments that would be necessary to collect systematic data about the performance of PEP students over time, particularly once they leave bilingual education. The districts are looking to the Department of Education for leadership to assist them in moving in this direction.



### **CHAPTER 3: THE STATE OF BILINGUAL EDUCATION IN MASSACHUSETTS AS REPORTED BY TBE DIRECTORS**

This chapter presents a summary of the key issues faced by bilingual educators in Massachusetts. The results are based on extensive interviews with most of the 51 TBE Directors in the Commonwealth, conducted in April and May 1992. The findings rely entirely on the opinions expressed by the TBE Directors and as such do not pretend to be "objective" indicators of the status of bilingual education, but rather the reflection of the collective experience of the administrators of the Commonwealth's bilingual education programs. More extensive research at the school and classroom level will be needed to substantiate the trends that are reported here. References to the main findings presented in the literature review in Chapter 1 will be made throughout the analysis of the main trends.

Pre-scheduled interviews which lasted approximately one and a half to two hours were conducted over the telephone with 37 TBE Directors. Due to severe time constraints for the study, the rest of the TBE Directors were asked to complete a questionnaire with the same questions as the telephone interviews and 4 Directors completed the questionnaires. The results presented here are therefore based on the responses of 41 of the 51 TBE Directors in the Commonwealth.

In order to facilitate the analysis, the 51 Massachusetts school districts with TBE programs were grouped and ranked according to the size of the total enrollment of PEP population and three groups were defined as follows:

a) **Group 1** includes 13 school districts with PEP student enrollment ranging from 700 to 13,000 students. This group includes the following school districts named in descending order according to PEP enrollment: Boston, Lawrence, Lowell, Holyoke, Springfield, Worcester, Lynn, New Bedford, Cambridge, Chelsea, Brockton, Fall River, Somerville. All 13 TBE Directors in this group were interviewed. Two representatives each from Boston and Chelsea were interviewed.

b) **Group 2** includes 16 school districts with a PEP student enrollment that ranges from 200 to 560 students. This group includes the following school districts also named in descending order according to PEP enrollment: Brookline, Fitchburg, Quincy, Framingham, Salem, Revere, Newton, Taunton, Malden, Methuen, Westfield, Chicopee, Haverhill, Waltham, Randolph and Milford. All 16 TBE Directors in this group were interviewed.



c) **Group 3** includes 21 school districts with a PEP student enrollment that ranges from 23 to 180 students. We interviewed by telephone the TBE Directors of the following school districts: Medford, Greater Lowell Vocational Technical School, Malborough, Amherst-Pelham, Greater New Bedford Regional Vocational School and Stoughton. TBE Directors from Watertown, South Middlesex Vocational School, Ludlow, and Clinton returned written questionnaires.

## **1. INSTRUCTIONAL MODELS**

The TBE Directors were first asked to briefly describe their bilingual education programs.

### **A. Transitional Bilingual Education Programs**

There are 51 school districts with Transitional Bilingual Education (TBE) programs in Massachusetts, mandated by law when more than 20 PEP students of a particular language minority group are enrolled. The TBE programs serve students who are monolingual in a language other than English or have a limited proficiency in English and cannot function effectively in an English-only classroom. TBE programs initially use the native language of the students as the medium of instruction, gradually introducing English in the instructional process. Most instructors are bilingual, speak in the native language of the students and introduce the use of English as appropriate. The students remain with the bilingual teacher for instruction in the main academic areas and they are integrated with English-speaking peers for those non-academic classes that demand less English proficiency.

The TBE curriculum is similar to the mainstream curriculum and as students progress in their acquisition of English they begin to take some academic classes in the standard curriculum. TBE uses self-contained classes, but there is variation in the degree of integration with the mainstream classroom, as for example when bilingual and mainstream teachers, working as a team, agree to plan and implement some joint class activities in specific content areas, giving the opportunity for PEP and monolingual students to interact and work on joint academic projects. This integrative teaching approach is becoming increasingly applied in many TBE programs. It usually begins with informal contacts between bilingual and standard curriculum teachers, who agree to plan and implement pedagogical units in a specific content area. The success of these experiences is influencing other teachers to begin to replicate this model, which, according to the TBE Directors' testimonies, promotes a sense of ownership of and co-responsibility towards the education of PEP children by all school staff. These integrative teaching approaches are consistent with the findings

described in the literature review, which highlight the collaboration between bilingual and standard curriculum teachers as one of the indicators of successful bilingual education programs.

PEP students stay in TBE programs in Massachusetts an average of approximately 3 years. According to the TBE Directors, the amount of instruction in the native language required by the students depends on their level of literacy development in their first language and their age. For those older students with very weak or non-existent first language literacy skills, who enter the TBE program in the upper grades of elementary school, and in middle and high school, the program attempts to develop a solid foundation of literacy and cognitive skills in the native language, which can be transferred to the acquisition of the English language and, in turn, facilitates future academic performance and adjustment to the mainstream classroom. Many of these students will require a longer stay in the bilingual program than those PEP students who arrive with a solid level of literacy and academic skills in their native language.

TBE Directors, particularly in Groups I and II, understand and support the need to provide solid academic language proficiency in the native language of the students as a means of guaranteeing successful academic performance later on in mainstream classes. This is consistent with research findings described in the literature review that indicate that development in the first language enhances the development of second language oral and cognitive proficiency.

## **B. English as a Second Language for Low-Incidence Students**

In addition to TBE programs, many districts in Massachusetts have English as a Second Language (ESL) programs to serve language groups with less than 20 enrolled PEP students. In ESL, students participate in the standard curriculum classes for part of the day and the rest of the time they receive instruction from ESL teachers who review the material taught in mainstream classes and provide academic support through comprehensible English language input using a variety of visual, oral and aural techniques. ESL instruction often takes the form of a "pull-out" model where students are taken from their regular classes for a period during the day to receive ESL instruction. In some cases, particularly in vocational schools, the ESL instructors stay in the regular classroom working individually or in small groups with students in coordination with the content area mainstream teacher. Based on the interviews with the TBE Directors, the trend in ESL instruction is "content based ESL", which closely links the acquisition of English proficiency to instruction in the different content areas. According to the TBE Directors, one of the most serious problems is



the lack of well trained ESL teachers, which is tied to the "grandparenting" issue that allows English-speaking teachers to teach ESL, many of whom lack the experience and knowledge of the process of second language acquisition and the cultural sensitivity needed to work with PEP students.

### **C. Two-Way Bilingual Developmental Programs**

The other instructional model gaining popularity in Massachusetts is Two-Way Developmental Bilingual Education. The objective of two-way programs is to develop bilingualism both in native English speakers and in students whose native language is other than English. Equal numbers of English speakers and PEP students are integrated in the two-way bilingual classes. Instructors who participate in the classrooms represent the two language groups and they work as an integrated team. The programs can vary in terms of the modalities of language instruction; some divide the daily schedule by teaching half of the school day in one language and the other half the other, or they alternate the instruction of the two languages weekly or they integrate both during a daily schedule. The tendency in these programs is to emphasize the development of literacy of the primary language at the early grades, while the instruction in the second language is gradually introduced until children receive instruction equally in both languages.

Group I has 8 two-way bilingual programs and one experimental early childhood tri-lingual program. Group II has 3 two-way bilingual programs, which totals 12 programs of this type in Massachusetts.

Group I has one of these programs from K-8, one other is K-6, one is at the middle school level, grade 5-6, and the rest are from Pre-K to grade 3. In this group, 7 of the two-way bilingual programs are Spanish-English, one is Portuguese-English and one experimental three-way program is in Khmer-Spanish-English.

In Group II, there are 3 two-way programs in Spanish-English, one K-3, one in the first grade and the other at the Pre-K level. All of these programs are planning to add a new grade next year.

TBE program Directors who are implementing Two-Way Developmental bilingual programs enthusiastically expressed that they have received very positive reactions from parents, particularly of those students who begin the program in kindergarten. Parents are impressed to see their children acquiring literacy skills and basic oral proficiency in both languages by the end of first



grade or the beginning of second grade. The two-way bilingual programs operating at the kindergarten level and first grade are planning to add at least one more year, given the pressure and enthusiasm that parents, particularly those of English-speaking students, are exerting to continue and extend this type of program. These findings are also consistent with the literature in the field described in Chapter 1 that states that successful bilingual programs not only provide solid instruction in the native language and the gradual acquisition of a second language, but they also promote parental involvement and support.

#### **D. Basic Skill Development Programs**

Several Massachusetts districts also have programs designed to help PEP students who arrive several years behind grade level to develop the necessary basic literacy and academic skills in their first language in order to enable them to make a successful transition to mainstream classes. Most of these programs are implemented at the high school level, but new programs of this type are being established at the middle school level as well. In some cases these programs are a preliminary step before students enter in the TBE program. These basic skill development programs use a very comprehensive approach to deal simultaneously with the academic, social and cultural issues of young adolescents newly arrived to the country. They employ primarily native language instruction with gradual introduction of ESL support; they also use flexible schedules, methodologies and student grouping procedures, and they work with students from different ages and grades on a small group or individual basis. Group I districts have 5 of these programs, one at the middle level and 4 at the high school level. Group II districts have 4 basic skill development programs, 2 at the middle school and 2 at the high school level. One of these programs is functioning in a Group III district.

According to the TBE program Directors who have implemented this type of program, the student population which is served is highly transient and/or comes from their native countries with limited previous schooling. The students are considered potentially at-risk of failing if appropriate school intervention does not help them to become educationally and emotionally integrated into the formal school environment. They represent the newest wave of young immigrants from Central America and Southeast Asia. Several TBE program Directors noted that many of these students live alone and do not seem to have any family support and, consequently, this type of program is in many cases the only type of formal and informal support they are receiving. The need for this type of basic skill development program, particularly at the middle and high school levels, was strongly

endorsed by all the TBE Directors in Groups I and II who work in urban school districts with an increasing influx of new immigrants.

One of the school districts in Group I, with the help of a local university, has incorporated a vocational component into this type of program, where students are receiving academic support in their native language across subject areas through the process of planning, producing and marketing specific goods in the school and the outside community, for which they obtain some income. The integration of academic and vocational components within this type of comprehensive instructional approach which incorporates the native language and culture of students and provides them with the necessary emotional and social support, seems to be a promising practice to successfully introduce a second language and integrate this student population into school and community life. The available literature does not make reference to instructional models for a highly transient and socially at-risk adolescent PEP student population, which places Massachusetts as a leader in trying to create and implement instructional strategies tailored to the specific needs of this growing student population.

## **2. PROGRAM EFFECTIVENESS**

After briefly describing the programs in their district, the TBE Directors were asked to assess the effectiveness of their programs.

### **A. What Are the Criteria TBE Directors Use to Evaluate the Effectiveness of Their Programs?**

The TBE Directors mentioned multiple criteria that they consider important when evaluating the effectiveness of their programs. Students' academic achievement as measured by standardized tests, grades and teachers' academic reports is considered a crucial factor, but not the only one they mentioned in their rather holistic definition of student success. They also mentioned the social and emotional adjustment of students, first to the TBE program and later to the mainstream classes, as another important criterion of program effectiveness. They see that the successful cultural and emotional adjustment of students can usually influence their motivation to succeed academically in the long-term. For many TBE Directors the involvement of parents and/or community members in the operation of the program helps provide a positive climate of acceptance for PEP students in a school setting.



When asked about the criteria to evaluate the effectiveness of their programs, the TBE directors from the three Groups agreed on the following factors:

### **1. Academic student success**

The successful academic performance of bilingual students measured by test scores and reports cards seems to be one of the major criteria to assess the effectiveness of the TBE program while students are participating in it. Once the students are exited from the program to the standard curriculum, however, the continued level of their academic performance becomes more difficult to monitor.

### **2. Capacity to successfully mainstream students**

The mainstreaming of bilingual students into non-bilingual classes is mentioned as a crucial factor in evaluating the success of the bilingual program. TBE Directors consider their programs effective when the bilingual students perform at the same or higher academic level as the English speaking students. However, systematic long-term follow-up data on the success of bilingual students after they leave the TBE program are usually not available.

### **3. Social adjustment and emotional well-being of mainstreamed bilingual students in the non-bilingual classroom**

Another criterion mentioned by TBE Directors to measure effectiveness of the program is the capacity of bilingual teachers to prepare PEP students to deal with the academic and social demands of the mainstream classes once they exit the bilingual program, without compromising the students' self-esteem. This refers to the ease with which students are able to adjust to the non-bilingual classroom and to feel good about themselves in their interactions with the non-bilingual teachers and with monolingual students.

### **4. Low student drop-out rate**

If the student drop-out rate is low or nonexistent both in the TBE program and in the non-bilingual classes, the program is considered effective. Most TBE Directors reported very low dropout rates while students remained in the program. However, dropout rates for bilingual students after they are mainstreamed are generally not available. This indicator is further complicated by the relatively high mobility of the bilingual population, making it more difficult to effectively monitor student progress if they move between school districts.



## **5. High student attendance**

High student attendance both in the TBE program and in non-bilingual classrooms is another indicator of program success. Few TBE programs monitor student attendance after they exit the program.

## **6. Low student return rate to TBE**

Low rate of return to TBE of students exited to mainstream classes is interpreted as an indicator of satisfactory academic and social performance in non-bilingual classes.

## **7. High school graduation rate and post-secondary student plans**

The fact that bilingual students are able to graduate from high school and plan to attend college is an important indicator of program effectiveness for many TBE Directors, even though few Directors have a systematic way to collect this data. TBE programs in vocational technical schools are usually the only ones able to get that information from students given that, by law, they have to report and follow-up students after they graduate. Also, those TBE Directors from Group III who administer smaller programs seem to have an easier time in maintaining personal contact with students who exit the bilingual program over the years.

## **8. Parental involvement**

In addition to the criteria above, out of the 33 TBE Directors, 3 from Group I, 2 from Group II and 1 from Group III explicitly mentioned "parent involvement in and satisfaction with the program" as one criterion to assess the effectiveness of their programs.

Two TBE Directors, from Groups I and II respectively, indicated that "continuous support from the superintendent and top administrators" is a positive indicator of program effectiveness.

## **B. How Do TBE Directors Deal with Internal Program Evaluation and Impact of the Program in the Long-Term?**

All TBE Directors consider program evaluation important because it allows them to identify and disseminate good experiences as well as to improve program weaknesses, but very few engage in systematic program evaluation efforts and/or collection of data. They know "who the kids are", how they are progressing, what their problems are, and also keep close daily contact with teachers and paraprofessionals. They know what is going on because teachers, administrators and students constitute a type of community and/or family organizational unit, particularly in small TBE

programs. However, except for a few Directors from some of the larger TBE programs which have computerized data collection, most TBE Directors do not have the institutional capability to systematically collect and process data in order to assess program effectiveness along all the evaluation criteria they described.

TBE programs in vocational schools are the only ones which conduct a systematic student follow-up after high school graduation as a requirement of the Perkins Vocational Education Act, which takes the form of a questionnaire sent to students one year after their graduation to measure the impact of vocational education on the educational and occupational status of students. Even for these schools, the questionnaire response rate has tended to be quite low.

TBE Directors are seriously challenged trying to assess the progress of the academic and social performance of students exited to the mainstream classes, and to gauge the impact of the TBE program on long-term student academic and social success. They have many success stories and meaningful examples to tell about the academic and social performance of their graduates, but few TBE Directors have specific available data on the variety of program assessment criteria they cited as desirable. Only two districts, from Group I and II respectively, are carrying out systematic program evaluations, but only of their Title VII-funded Two-Way bilingual programs with the assistance of external evaluators.

Many TBE Directors are aware that they do not have a system for longitudinal follow-up of students who exit the TBE program, which would enable them to better assess program impact. They give four main reasons for the lack of program evaluation: 1) the current financial restrictions that prevent the establishment of more systematic long-term student follow-up or outcome evaluation; 2) the lack of technical support and expertise to set up a computerized system for student follow-up; 3) the transiency of the PEP student population; and 4) the lack of institutional and instructional coordination between bilingual and non-bilingual school personnel.

The lack of longitudinal data and program evaluation described by TBE Directors is consistent with the literature presented in Chapter 1 that describes the difficulties in setting up systematic evaluation to assess the impact of bilingual programs.

### **C. How Do TBE Directors Monitor Their Programs?**

When asked about the activities in which they engage in monitoring their programs, 2 TBE



Directors, one from Group I and one from Group II, declared that they do not conduct any systematic monitoring, not because they do not consider it very important, but because they are continuously absorbed by the day-to-day operations of their programs straining under very severe cuts in their budgets and with no additional personnel to alleviate their multiple responsibilities. The rest of the Directors engage in the following monitoring activities:

### **1. Meetings with program staff**

Directors in Group I and II agreed that the most common way to monitor their program is by holding meetings with their staff at least once a month, either at individual school buildings or with the whole staff district-wide. These meetings involve teachers, paraprofessionals, bilingual special educators, counselors and administrative personnel. One of the TBE Directors from Group I echoed the opinion of many TBE Directors when he said, "The most effective way to monitor my program is involving everybody in that task; I like to maintain a collegial approach to program monitoring. After all, it is not only me, but all of us making the program work".

### **2. Review of student academic achievement and social adjustment**

The TBE Directors place high importance on the monitoring of academic, social and emotional well being of students in the program. They declared that this monitoring is done through at least one or two of the following activities: analysis of student test scores, report cards, teacher evaluations, counselors' information, meetings with parents, reviewing records of drop-out cases, high school graduation rates and students' post-secondary activities. The Directors acknowledged that they are not able to systematically monitor all the indicators mentioned above. As one TBE Director from Group I said, "Good overall academic performance of the students and a positive self-concept of themselves are in the long-term the best indicators that we did a good job. Unfortunately, we do not conduct a long-term evaluation that proves that, in fact, we are successful". Other Directors, particularly in Group III, use informal interactions with students to get feedback from them about their satisfaction with the program, which complements the information they receive from staff.

### **3. Visits to schools and classrooms**

Half of all the Directors perform weekly visits to schools and do class observation. In one case, a Director from Group I said: "I need to visit classrooms every week because it keeps me grounded in reality. I also like to model new pedagogical techniques in the classroom". Some Directors noted that class observation is a necessary activity to plan future staff development for teachers who need reinforcement in certain areas.



#### **4. Meetings with parents**

A few Directors try to monitor their programs by eliciting the opinions of parents towards the program. One of them said: "You know that you are on the right track when parents participate in the review of the program, because they become advocates for their children's education and are open to providing the necessary support to improve the program."

#### **5. Feed-back from mainstream administrators and teachers**

In addition to some of the monitoring strategies already mentioned, a few TBE Directors use staff evaluations completed by building principals to monitor the performance of bilingual teachers; and seek out the opinions of mainstream teachers about the progress of bilingual students.

#### **D. Do TBE Directors Feel That Their Programs Are Effective?**

Although all the TBE Directors recognize that "There is always room for improvement", all agreed emphatically that, considering the serious financial restrictions that are affecting their programs; as well as the general economic recession that is affecting many of their students, their programs are successful in providing academically, culturally and linguistically appropriate education to PEP students. Only one TBE Director from Group I said that in the context of serious programmatic cuts, opposition of some school Committee members against bilingual education and increasing socio-economic problems experienced by PEP students and families in his school district, the program cannot reach its full potential or the high educational standards he would expect his program could reach.

#### **E. How Do TBE Directors Think that Their Programs Can Be More Effective?**

##### **1. Increased funding**

One necessary requirement to improve program effectiveness expressed unanimously by the TBE Directors is the availability of greater financial support. However, in the context of limited funding, they expressed a variety of ideas to improve their program effectiveness that are listed below:

##### **2. Continuous staff development efforts**

The Directors said that these efforts should be directed to: 1) bilingual/ESL personnel in order to update their knowledge and practices in accordance with the state-of-the-art in bilingual education; 2) bilingual teachers, counselors, special education specialists and paraprofessionals, particularly

those working with low-incidence populations, in order to help them gain certification; and 3) non-bilingual teachers and administrators; in order to help them become more sensitive to the culture of students, to understand the process of second language acquisition and to work in collaboration with bilingual teachers.

### **3. Changes in the bilingual education law and regulations**

Some Directors, from Group I in particular, think that the TBE legislation should encourage school districts to continue linguistic support for PEP students so students who arrive to the program with weak basic literacy skills can develop good academic proficiency in their native language without being prematurely exited to mainstream classes.

### **4. Development of educational materials and curriculum**

The need for appropriate educational materials and culturally sensitive curricula was mentioned by several Directors.

### **5. Information and education campaign directed to parents**

There exists a need in some communities to educate parents of PEP students about the benefits of bilingual education in terms of future academic success of students in the mainstream curriculum and the importance of respect and appreciation of students' culture, especially for parents who come with limited formal education and speak a language other than English. As one TBE Director pointed out, "Many times parents of LEP students put pressure on their children to learn English as soon as possible in order to help them to deal with public authorities and the system in general. This puts tremendous stress on children and reverses the traditional emotional dependency they usually have for their parents in their countries of origin".

### **6. Research and program evaluation**

Directors, particularly from Group I, highlighted the need to evaluate their programs and establish long-term student follow-up studies order to determine the strengths and weaknesses and improve program effectiveness.

## **F. What Problems Do TBE Directors Encounter in Running Their Programs?**

### **1. Lack of funding**

Except for one TBE Director from Group I and another from Group III, all TBE Directors acknowledged that funding cuts are the most pervasive problem affecting the operation of their



programs, impacting aspects such as the hiring of bilingual teachers and administrative personnel and the adoption of new curricula and teaching materials. Most Directors have come to accept the lack of adequate funding as a constant factor to deal with when running their programs and are trying to do the best they can with the available resources. They acknowledge what one TBE Director voiced, "We cannot excuse all our shortcomings with the lack of money, because money is not all there is in life...but it would certainly help me run my program a lot better".

The lack of budgetary resources is putting a lot of pressure on districts where the influx of new young immigrants, particularly from Latin America and Southeast Asia, has grown rapidly. The transiency of this student population makes it very difficult to anticipate the exact numbers of student arrivals in the program at the beginning of the year, and consequently, to plan and allocate the appropriate resources in the budget. In addition, many of these students --who usually experience a precarious socio-economic situation and limited schooling-- require specialized educational services, which the present budgets cannot absorb.

## **2. Lack of coordination between bilingual and mainstream teachers**

There is a lack of coordination between bilingual and mainstream teachers, aggravated by a lack of understanding that many non-bilingual teachers have of the process of second language acquisition and the issue of the cultural adjustment of PEP students to the mainstream classroom. This lack of coordination can become a significant obstacle during the process of transition from the bilingual program. Many non-bilingual teachers expect that students who exit the bilingual program should begin to function in the academic area at the same pace as the monolingual students, without understanding that they need a period of adjustment to a new classroom environment and teaching styles. One TBE Director stressed this point by saying, "Some mainstream teachers think that if bilingual students do not show immediate academic success, the blame belongs with the bilingual program. No thought is given to lack of sensitivity shown on their own part to try to understand the process of cultural and linguistic transition these students have to go through". In reality, as another TBE Director said, "This negative judgmental feeling of the mainstream teachers towards the bilingual program --which at times is openly voiced or subtly expressed-- is internalized by the bilingual student, feeding into their feelings of inadequacy and insecurity."

## **3. Lack of opportunities for partial mainstreaming**

Two of the largest TBE programs in Massachusetts are prevented from placing PEP students in one or two classes in the non-bilingual curriculum as part of a gradual transition process in



preparation for their full exit from the bilingual program. This is due to overcrowding in mainstream classes and a lack of administrative flexibility.

#### **4. Lack of understanding and support from school administrators**

The lack of central administrative support seems to play a key role in the restrictive budgetary situation that many TBE programs are experiencing. Many TBE Directors acknowledged that support from top school administrators (superintendent and school committee members) makes a big difference in terms of providing legitimacy and encouraging ownership of the bilingual program by all school staff and community. For example, 2 TBE Directors of Group I, and one from Group II expressed their difficulties in operating the bilingual program with the lack of support either from the superintendent and/or members of the school committee, which means that they have to spend a lot of time advocating for the program instead of concentrating their efforts on educational improvement. Many times top school administrators react negatively to bilingual education as a result of pressure that members of the community exert on them, based on the belief that new immigrants will further diminish the limited resources available for education of monolingual students. As one TBE Director put it, "In times of economic constraints, people do not seem to be very open to share other people's problems. They search for a "scapegoat" who can help them release the negative feelings associated with fear and uncertainty...Unfortunately, the bilingual students and their families, who are also desperately trying to survive, become that scapegoat in many communities."

#### **5. Lack of fully certified bilingual teachers and professionals**

The availability of qualified staff is a common problem mentioned by the Directors, particularly those from Group II and III. Recruitment sometimes delays the delivery of student services, particularly in the area of testing and evaluations in the native language, counseling and special education issues. To recruit certified bilingual teachers in specific content areas at the high school level is particularly difficult. For many of the TBE programs, especially in Groups II and III, to hire specialized professionals and/or consultants on a short-term basis to perform these tasks is an unattainable goal, given financial constraints.

#### **6. Lack of programs for PEP high school students**

TBE Directors in those districts which have rapidly growing PEP populations lamented the lack of programs to address the needs of these students, particularly at the high school level. Many of these students arrive with limited literacy and academic experience in their native language. Some

students have to worry about supporting themselves and their families. This situation was described by one TBE Director from Group II in the following way, "Many of the new students we are receiving are, to our surprise, living by themselves or in groups; others are supporting big families. They work at night in restaurants, bakeries, etc. for meager pay, often without legal protection... They come to school overworked, sometimes looking for the emotional support from bilingual teachers that other students get from their families". As mentioned previously, several school districts have begun to address this issue by setting up basic skill development programs at the high school level.

## **7. Transiency of student population**

Many Directors noted the difficulties generated by the geographic mobility of the PEP population they serve, which prevents the assessment of program impact. As one Director from Group III said, "Students with great disparities in academic backgrounds come and go at any time throughout the year. When you are beginning to see some progress, their families are on the road again". A Director from Group I added, "You cannot blame the parents for the instability forced upon their children. They are just trying to go where there are jobs. Student transiency seems to be a sign of the difficult economic times we all are experiencing in the region".

## **8. Lack of parental involvement**

Many Directors said that when parents do not understand the long-term benefits of bilingual education, they put pressure on the school to exit their children as fast as possible to the non-bilingual classes. According to Directors from Group II and III, this happens particularly with new immigrant parents who see their children as potential intermediaries and translators to help them to deal with social service providers. A Director from Group II said, "Sometimes the lack of preparation of the personnel in charge of school registration does not help to get parents involved in the bilingual programs, because the necessary information for parents to make informed decisions are not provided. The registration process should be considered a very important opportunity to inform and educate parents about bilingual education".

It is interesting to note that many of the problems mentioned by the TBE Directors are the same issues that undermine the effectiveness of bilingual programs according to available research. Research findings, as described in Chapter 1 show that effective bilingual programs take place in effective schools where top administrators and the community-at-large are supportive of bilingual



education and multiculturalism and promote understanding of bilingual education throughout the system, where bilingual and standard curriculum staff work collaboratively and where parents are involved in the programs. Without the institutional support from top school administrators and community people toward the implementation of bilingual education, it seems to be very difficult for many TBE Directors to run their programs effectively.

## **G. How Do TBE Directors Address the Problems Mentioned Above?**

The TBE Directors from Groups I, II and III shared consensus around the following strategies they are implementing to address some of the problems encountered in running their programs. These are:

### **1. Undertaking staff development activities**

Staff development efforts are geared to both bilingual and non-bilingual teachers. The TBE Directors encourage school administrators to include second language acquisition and multicultural education as priority issues for in-service training in order to sensitize and raise the level of cultural awareness of all teaching and administrative staff in the school district. Staff development activities of this nature have led to some initial collaboration between bilingual and mainstream teachers, which has developed into more on-going joint teaching efforts.

### **2. Writing proposals**

The TBE Directors, particularly from Group I, are constantly applying for additional federal funding through Title VII, administered by the Office of Bilingual Education and Language Minority Affairs, and/or from private foundations. The school districts with the largest numbers of PEP students are the ones which have benefited the most from writing Title VII grants. They have thereby been able to create innovative programs and to reinforce programs already in operation.

### **3. Public relations**

TBE Directors have found it important to "Come out of our little corner and disseminate the many good things we are doing, by being persuasive, patient and assertive", as one TBE Director put it. One of the TBE Directors from Group I has put this strategy into practice by disseminating information about the successes and benefits of bilingual education in the existing local newspapers and on cable TV. He added, "This campaign seems to work because we have a waiting list of 140 students -- including monolingual and LEP students -- for our Two-Way Bilingual Program and



unfortunately, we can only serve 75 students. We are popular...no question about it". Another TBE Director from Group I with an ongoing Two-Way bilingual program thinks that, "Educating the public, each member of the School Committee, the Superintendent and the principals, is certainly an overwhelming task, but it pays off in the long-term".

#### **4. Networking with TBE directors**

Those TBE Directors who deal with similar language groups and who have become acquainted with each other at the TBE Director meetings organized by the Bureau of Equity and Language Services of the Massachusetts Department of Education, have kept up their contacts informally, in order to exchange information, to share innovative practices, to advertise positions and in some cases to visit a school site. For example, 2 TBE programs from Group I have exchanged materials and experiences in the area of parent involvement on a regular basis; 3 TBE programs in the western part of the state --one from Group I and 2 from Group II -- keep in contact and provide each other with support and information to fill the gap left by the termination of the Department of Education regional offices.

#### **5. Encouraging parent participation**

To involve parents in the education of their children, especially at the elementary level, is a widespread concern of TBE program Directors, particularly those with Two-Way bilingual programs. As one of them points out: "Considering the financial constraints, the involvement and support of parents --bilingual and monolingual-- in our Two-Way bilingual program has been fabulous and crucial...They have helped to legitimize and increase the status of the bilingual programs in our community". More than half of the Directors from Group I and II pointed out that their involvement with the various Parent Advisory Councils is an important task that offers the opportunity to promote parent participation in the decision making and problem solving process.

#### **6. Utilizing students as resources**

TBE Directors from Group I, II and III who deal with low-incidence language students noted that the lack of qualified bilingual and ESL teachers is resolved in part by engaging students in a "peer or buddy" system approach. The most advanced bilingual students act as tutors and help new PEP students to adjust academically and socially to school life.

Based on recent research findings that highlight the main components of successful bilingual programs as summarized in Chapter 1, TBE Directors in Massachusetts are heading in the right

direction. Their concern for developing collaboration and interaction between bilingual and standard curriculum teachers and administrators, for promoting and raising cultural awareness through staff development for all school personnel and for involving parents in the operation of bilingual education programs, are all key elements in increasing the effectiveness of the programs, even under difficult financial conditions.

## **H. What Are the Most Significant Successes Described by the TBE Directors?**

For TBE Directors in Group I and II, the most mentioned indicators of success were the following:

### **1. Good academic achievement and social success of the students**

The TBE directors across the board mentioned their satisfaction with the good academic performance of students while in the program, measured by grades, tests scores and teacher reports. Although most of Directors recognized that they do not have specific and systematic data about students after they exit the program and go into mainstream classes, numerous cases of students succeeding academically were described by Directors. One of them explained: "It is true that we do not have a computerized system of follow-up for our students in the mainstream classes until they graduate from high school, but we know them individually by name and when they are excelling, we are the first to know". There are many mentions of students winning inter-district academic contests, students winning scholarships to pursue college education, making the honor roll, winning social and cultural recognition awards in schools and communities, etc. Directors of TBE programs in vocational schools mentioned that they have evidence of students being successfully placed in different business organizations or pursuing college education.

### **2. Low student drop-out rate**

Almost unanimously, the Directors mentioned the low drop-out rate of bilingual students when compared to the drop-out rate of monolingual students, both while they are in the program and once they exit to mainstream classes. One of the Directors said, "I have not done systematic research on the topic except to keep track of this issue on my own, and what I am finding through the years is that those students who remain longer in the TBE program, namely 3 to 4 years, do better in the mainstream, and have a better chance of graduating from high school than those who are waived from the program earlier".



### **3. Innovative programs and Curriculum materials**

A variety of innovative programs and curriculum development initiatives that have been created to serve the needs of PEP students, including the following: The accelerated basic skills programs in high school, the Two-Way Bilingual Developmental Programs, high school literacy programs, critical thinking, reading and writing programs, early childhood integrated teaching approaches, peer programs where high school students tutor elementary and vocational bilingual students, or a tutoring program supported by business agencies in the community that gives release time to some of their Spanish-speaking professional employees to act as tutors for middle school students.

### **4. Active parental involvement**

The participation of parents in the implementation of bilingual programs is considered by many Directors as an indicator of success of the program. This was particularly true for Two-Way Bilingual Developmental Programs, where parents tend to become actively involved in the organization and implementation of curriculum as well as in the extra-curricular activities, and project a positive image of bilingualism and multiculturalism to the whole school system.

### **5. Other Successes**

Two TBE Directors from Group I and one from Group II expressed that "The best accomplishment has been to be able to survive and to keep our program alive, in spite of the economic cuts and the opposition to bilingual education from top administrators and community members". Two Directors from Group I and one from Group II described their students' testing and placement procedures as the most significant success of their programs.

## **I. What Has Contributed Most to These Successes?**

### **1. Professional quality and commitment of bilingual staff**

Most of the TBE directors in both Group I (9 Directors) and II (14 Directors) thought that the professional quality of their bilingual staff, their strong commitment to bilingual education and their care for students' academic, emotional and social growth and welfare are the most crucial factors that explain the implementation of successful practices. As one of these Directors expressed: "Teachers in our program go way beyond their formal duties trying to help students; I have seen teachers taking students to doctors, dentists, helping parents with paper work for social service agencies and even giving shelter to students and families who are in need...Their commitment to our students is extraordinary!"



## **2. Support from top school administrators**

Several Directors (5 Directors in both Group I and II respectively) described support from top school administrators as crucial and necessary to achieve successful outcomes. The significant obstacles and barriers that Directors have to overcome when either the superintendent and/or the school committee does not support bilingual education are very clear, as illustrated by the experience of two TBE Directors from Group I who have invested considerable effort in setting up innovative programs for bilingual students without top administrative support.

## **3. Close interaction with home and community**

This factor was specifically mentioned by 6 Directors from Group I, who acknowledged that the frequent communication and contact between the TBE program staff and the families of PEP students has helped to build the necessary trust that has evolved into strong parent involvement and support of the programs. As one of the Directors said, "Parents know that we care for their children, that we are their advocates, and we also let them know that their support of the program is crucial. Therefore they are there when we solicit their cooperation... We have increasingly become an extension of the family structure. We are invited to their weddings, birth celebrations and funerals... We have become part of the family and they have become part of us". A Director from Group II, whose community includes many ethnically diverse professional families, noted that "The support of the community toward bilingual education and multiculturalism creates a very encouraging and positive climate within which to work. The community seems to cultivate its sense of pride for being a kind of international community".

PAC coordinators and community liaisons with whom some TBE Directors work also contribute to making successful connections between program and home and/or community agencies and are considered important contributors to the success of the program. Bilingual guidance counselors were also mentioned as contributing to a successful connection between students and their families.

## **4. Curriculum materials and programs**

Directors in both Group I and II agreed that the availability of new curriculum materials for PEP students and the creation of more flexible programs that use computers, interactive videos, integrative teaching and the introduction of content-based language learning approaches has significantly contributed to the overall success of their programs.

## **5. Availability of Title VII Grants**

Two Directors in Group I mentioned that their access to funding from federal Title VII grants in the context of declining economic resources at the state and local level is a significant factor in the success of their programs. These grants have allowed these TBE programs to implement innovative programs, purchase excellent curriculum materials and establish a positive climate among the teachers involved in these projects, all of which has had a positive impact on students' learning.

## **6. Good coordination with non-bilingual school personnel**

Directors from Group I described their successes in coordinating with some non-bilingual teachers as the result of continuous long-term efforts to make the teachers and school principals understand the benefits of bilingualism and multiculturalism. The result has helped the operation and legitimacy of their TBE programs.

## **7. Staff development efforts**

Persistent teacher training activities that respond to the needs of bilingual and non-bilingual teachers in very concrete and specific ways is an important factor in the success of TBE programs. The staff development strategy that according to one Director from Group I seems to work best is "a very personalized, long-term, in-the-classroom modeling strategy, instead of the one-shot teacher training approach conducted in a vacuum".

## **8. The leadership of TBE directors**

Four Directors from Group I and II respectively, pointed out that their leadership in the program has been an important contribution by changing negative perceptions about bilingual education, promoting innovations and being actively involved in the formulation and development of their programs. The remarks of one of the Directors from Group III symbolizes the level of commitment and leadership that many Directors modestly admitted when she said, "You see children and young adolescents come to the program for the first time intimidated and scared. When they hear you speaking in their language, they begin to smile, their faces illuminate and from there on you just see them flourish and do well in school. I know that no matter what happens with my program in the future, the children who have gone through it will carry positive memories of it with them for the rest of their lives, and of course, I will always carry them with me".



## **J. What Are some of the Promising Practices Described by TBE Directors?**

When asking TBE Directors about successful innovations implemented in their programs, the following experiences were highlighted:

### **1. Curriculum Approaches**

Seven Directors from Group I and 2 from Group II described the Two-Way bilingual program as one of the most significant innovations in terms of social integration of language minority and English-speaking students, progress in the learning of the second language, student academic performance, cultural diversity and parental involvement. One of the Directors from Group I pointed out, "The Two-Way bilingual programs are beginning to attract both the bilingual and monolingual parents who recognize the need that their children speak more than one language. This program is offering a natural environment for language learning where both native speakers benefit from each other on an equal footing. Each native language group has the same opportunity to be a role model for the other group in the learning process, therefore they also learn to appreciate and respect each other's cultures." One of the largest TBE programs in Group I is implementing a "3-way" tri-lingual early childhood program as a pilot experience in conjunction with a local university. In this experimental program, Hispanic, Khmer and English monolingual students are culturally and linguistically integrated throughout the school day.

Directors from all three groups also mentioned high school programs that assist the adaptation of newly arrived students to the school climate and curriculum by reinforcing their basic literacy skills and native language instruction through a flexible schedule before they enter the TBE program or into mainstream classes. An interesting initiative was described by a Director from Group II as "An integration of TBE students and ESL low-incidence students", who share the English component of the TBE curriculum designed for Spanish-speaking students. This helps the low-incidence students feel part of a class for at least half of the school day. It breaks the isolation that these students usually experience and promotes cultural integration among different language groups.

### **2. Teaching and learning strategies for the traditional TBE program and ESL component**

The Directors in both Group I and II mentioned a wide variety of promising methodological approaches for teaching PEP students. These include the teaching of language through content area instruction; integrated teaching between bilingual and non-bilingual teachers around specific



topics across different subject areas; use of technology (computers and video-disc) for language and content instruction and hands-on science, particularly in vocational TBE programs; cooperative learning; and innovative reading techniques for first and second language learning.

### **3. Student related programs**

TBE Directors in all three groups described successful experiences in peer tutoring, particularly at the high school level, through which advanced bilingual students help other newly arrived PEP students in the process of adapting to the new culture, to the organization and curriculum of the school as well as providing academic assistance. For example, a high school tutoring program in a Group II school district has promoted integration between monolingual and bilingual students through the foreign language department, in the form of academic tutoring that Hispanic bilingual students have provided to seniors taking advanced Spanish courses. The bilingual students participating in this initiative won a 1991 Multicultural Recognition Award sponsored by the Massachusetts Department of Education. They were nominated by the English-speaking students being tutored in Spanish, who acknowledged that **"Not only did we learn better Spanish, but we learned about the culture of our classmates... and more importantly, we were able for the first time to communicate, establish friendships and begin to know each other"**.

Another experience described in detail by a Director from a Group II district is the active participation of vocational bilingual students in academic competition at the school and inter-district level with significant representation of bilingual students among winners in areas of math and science. A Director of a TBE program in another vocational school described the setting up of a very personalized "guidance monitoring program" that monitors the weekly progress of bilingual students in terms of their attendance, academic performance and emotional well-being. This type of personalized guidance system is a well developed practice in the vocational bilingual education program. This is a school where not only counselors, but teachers and administrators "adopt" at-risk students and take the responsibility to help them succeed. Other initiatives that were mentioned as promising practices include 1) a student career awareness program for PEP students integrated within the curriculum; 2) a partnership with local universities to introduce PEP students to innovative programs or ongoing activities aimed at encouraging self-esteem and cultural pride by displaying information about and photographs of students' cultures in the school building; 3) an awards program; and 4) promoting multicultural school activities.

### **3. USE OF INFORMATION**

After describing the characteristics of their bilingual education programs, the TBE Directors were asked about their use of data and publications received from the Bureau of Equity and Language Services of the Massachusetts Department of Education.

#### **A. Do the TBE Directors Use the Publications Produced by the Bureau of Equity and Language Services?**

All but two TBE Directors from Group I said they do use the reports and publications produced by the Bureau of Equity and Language Services. The two Directors who said that they do not use the publications referred specifically to those that have statistical data. One of them said that "My school district is so huge and we have so much data that when I need to look at statistics I just have more than enough with ours; our data speaks for itself in terms of demographic trends". The other TBE Director said that "The statistical reports are not very useful, other than to make comparisons with other school districts". However, the overall response of the TBE Directors was to say that they find the publications useful for their work. Comments included: "The publications are excellent"; "Considering the economic cuts the Department of Education has gone through, I appreciate the efforts the Bureau of Equity and Language Services has put in coming out with these very good quality publications"; and "It is good for people in the schools to see that bilingual education has good publications to disseminate".

Three Directors from Group III acknowledged that they only use the information occasionally. One TBE Director from a vocational program expressed that s/he does not use the statistical data in particular, because it is not relevant for secondary vocational schools given that "Students enrolled in vocational education have only 90 days of academic classes, yet are forced to take the same tests as students who have 180 days".

The Bureau of Equity and Language Services publications such as: "Guidelines and Program Models in the Education of Language Minority Students in Massachusetts", "Promising Practices", "Common Competencies" and "The Many Voices of Bilingual Students in Massachusetts" were praised as very useful publications by TBE Directors.



## **B. How Do TBE Directors Use the Publications Provided by the Bureau of Equity and Language Services?**

The ways in which the publications from the Bureau of Equity and Language Services are most frequently used by the Directors are:

### **1. To disseminate information to top school administrators**

The Directors, particularly from Group I, use the publications for meetings or conversations with superintendents, school committees and principals. They use these opportunities for disseminating information about bilingual education, demographic changes and innovative practices. They noted that in these situations the statistical reports can be useful. However, one TBE Director from Group I and two from Group II pointed out that the way statistical data is collected could be misleading given the different ways in which school districts might report information to the Department of Education. One of the Directors from Group II said: "I have the feeling that sometimes we must be comparing oranges with apples and, in that way, the picture does not represent what is really going on". Another Director pointed out "It is necessary that the DOE makes sure that all TBE Directors are using the same criteria to collect and report data. With all the opposition to bilingual education that some communities are facing, unclear data could be misused, especially data concerning the cost of bilingual education, years bilingual students remain in the program, student academic success in mainstream classes, etc."

### **2. To share information with program staff and get new ideas**

Many Directors use the publications in meetings with their staff and for staff development purposes. Several Directors particularly mentioned the usefulness of the three publications: "Guidelines and Program Models in the Education of Language Minority Students", "The Many Voices of Bilingual Students in Massachusetts" and "Common Competencies". According to them, these publications provide valuable ideas, insights and information for staff development activities. Some of the TBE Directors have made additional copies and made them available to non-bilingual teachers.

TBE Directors also noted the usefulness of local school data not only for their own TBE personnel, but to inform and educate the mainstream administrators and teachers. As one Director said: "Many times our data speaks for itself to teachers and administrators about demographic trends and migratory patterns in our district". Another Director pointed out: "For our teachers, it is very



important to see data that illustrate our weaknesses and successes. We use the information as an essential component of staff development".

### **3. To make comparisons**

Three Directors from Group I and II and one from Group III said that the statistical reports are useful to compare their own program with those in different school districts in the Commonwealth. As one of the Directors said, "The statistical comparisons give you an overview of the changes in demographic trends in TBE programs across the state and allow you to understand the context of each district and to be able to foresee changes in the student population".

### **4. To disseminate in the community**

A few Directors in both Group I and II use the information provided by the Bureau of Equity and Language Services to disseminate and clarify information about bilingual education in the local community and in PAC meetings. One of the Directors from Group I explained: "I personally think that the information published by the Bureau of Equity and Language Services is very good and I use it to spread the word in the community about the benefits of bilingual education through the local newspapers, the ethnic radio programs and the meetings with parents. People in the community respect information coming from the Department of Education on this issue".

## **C. What Additional Information from the Bureau of Equity and Language Services Would Be Helpful for TBE Directors?**

Two Directors from Group I, 3 from Group II and 3 from Group III declared that they do not need more information. What they are receiving from the Bureau of Equity and Language Services is adequate. However, the rest of the TBE Directors said that it would be helpful to receive additional information on the following issues:

### **1. Innovative educational practices and materials**

TBE Directors agreed that to have information about innovative teaching and learning approaches for PEP students, both from across the Commonwealth and nationally, would be extremely helpful. The areas of innovation they specifically mentioned are reading and writing techniques for first and second language acquisition, and transition to mainstreaming. A Director from Group III suggested: "It would be useful to have information about the successful programs and innovations in other TBE programs in the state in order to replicate them or to conduct a survey to find out what educational materials TBE Directors recommend. It is difficult for us, in this time of economic

constraints, to decide on buying new materials which might look terrific in a brochure, but in reality can be very disappointing".

## **2. Data on mainstreamed bilingual students**

The issue of monitoring mainstreamed bilingual students was particularly emphasized by the TBE directors in Group I. There is a need for very detailed statistical information and research studies on student performance after they leave the TBE program. Examples include: 1) studies that analyze the issues underlying low graduation rates among Hispanic teens; 2) follow-up and longitudinal studies of post-secondary student education and employment; 3) statistical comparisons of academic achievement and cultural adjustment among different language groups across the Commonwealth; and 4) demographic studies on student migratory patterns. A Director from Group II added, "It would be interesting to have analyses and comparisons of different language groups who take comparable tests throughout the state; I would be particularly interested in knowing why different language groups seem to have variability in test scores". One Director in Group I said: "We should disseminate information about the academic successes of our students in the TBE programs - for example, how many are on the honor roll, and how many have won academic and cultural awards - in order to eradicate the notion that many people have of bilingual education as a second rate educational alternative".

## **3. Staff development opportunities**

Directors from Group I and II mentioned the need to have information about teacher training opportunities offered throughout Massachusetts. A Director from Group I represented this need as follows: "We always seem to be behind in learning about beneficial staff development events occurring in the state. If you know about it at the last moment, it is very difficult to send your staff. It would be very useful if the Department of Education helped to centralize this information about staff development opportunities". Another Director from Group I added that "It would be very useful to have a compiled directory of bilingual educators, professionals and consultants who can be asked to provide in-service training or individual consultation."

## **4. Assessment issues**

Directors in both groups expressed interest in having additional information in the area of alternative assessment approaches for student academic and social outcomes. One Director from Group II pointed out, "We have come to realize that a reliable way to assess students goes beyond the narrow-minded standardized test scores. We need to holistically evaluate the students



considering multiple variables at once. It would be very useful to have access to the state-of-the-art in this field". Also, some expressed the need for more systematic ways to evaluate their programs using computerized programs that would help to standardize the evaluation of TBE programs throughout the Commonwealth. Several Directors in Group III noted the need for information on bilingual consultants available to assess bilingual students from different low-incidence language groups and also to have information on good testing procedures for different language groups.

## **5. Cultural sensitivity issues**

TBE Directors both in Group I and II mentioned the need for additional information on successful strategies to make non-bilingual teachers more culturally aware of the specific needs of bilingual and PEP students. Also, they noted a need for delivering information about bilingual and multicultural issues to parents and community agencies, which should be translated to different languages. One of the Directors from Group I suggested: "It would make a tremendous impact on the community if the Department of Education translated some of their excellent publications, or an abbreviated version of them, in one or two of the major languages so that we may use them with parents". A Director from Group III said, "I need to know more about successful adult literacy programs which offer educational opportunities to parents to learn English and to pursue further education as well as to offer opportunities for celebrating their cultures".

## **6. Administrative concerns**

Few Directors from Group I and II expressed the need to have more information that would help them run their programs more effectively, including strategies to enforce the bilingual education law and implement regulations, and suggestions and technicalities on how to write a good program report.

### **D. How Should Information from the Bureau of Equity and Language Services Be Made Available to TBE Directors?**

When asked about the different ways the information can be made available to Directors in the future the responses were:

#### **1. Written Form**

Four Directors from Group I, II and III agreed that the written reports should continue to be the format in which information is delivered. One of the Directors from Group II added, "The written way would be fine, only if they make the font a little larger. When I want to make copies, they do not come out very clear".



## **2. Group Exchange**

Directors from Group I, II and III favored the delivery of information through exchange among colleagues. Different ideas were presented including, 1) "Local meetings with our neighboring TBE Directors who share a common geographic area, as a way to fill the gap left by the regional offices of education"; 2) "Meetings with TBE Directors who are dealing with similar language groups"; 3) "Visits by our staff to different sites where our TBE colleagues are developing interesting innovations"; 4) "Continuation of our TBE Directors meetings, but with a more local scope". A Director from a vocational bilingual program was emphatic in expressing the need for bilingual education vocational people to get together on a more regular basis. "We have a very specific set of issues that are not comparable to the standard secondary school. For example, the people outside vocational education do not understand that four years of vocational education means two years of academic courses for our students. This puts undeserved pressure on the students without giving them enough time to get it together. They have the intellectual capacity, it is just a matter of time".

## **3. Telecommunication and Videos**

Four Directors from Group I suggested that the best way to disseminate information would be using computers, telecommunications, and videos. One of the Directors pointed out, "It is becoming increasingly expensive to set up state-wide meetings among TBE staff and, logistically speaking, many people cannot attend these gatherings for geographical and financial reasons. We need to begin to use technology to communicate with each other in a more systematic way. If we were part of a telecommunication network we would be able to exchange ideas, information and news on a daily basis and make our efforts so much more effective". Another Director added: "We should all be hooked up to a central computer in the Department of Education, using the same software, so we could put all new data about our students in our terminal computers. This information would be compiled in the central office. In this way, we would all have updated, comparable and printed-out information about our programs at any time". Another suggestion was to disseminate information through videos. They could be used by the TBE staff, as well as for presentations to school committees, parents and community gatherings.

Some TBE Directors suggested that the information should be delivered in a combination of different ways: written, use of videos, individualized and group exchanges and telecommunications.

## **A. What Type of Technical Assistance Have TBE Directors Received?**

### **1. Exchange of information and monitoring from the Bureau of Equity and Language Services**

4 Directors from Group I, 3 from Group II and 4 from Group III declared that they have not received any technical assistance from the Bureau of Equity and Language Services this year<sup>1</sup>. One Director from a vocational program and one of the coordinators of a large TBE program from Group I expressed that the Bureau of Equity and Language Services demands too much "paper work", which can take a lot of time and effort from already busy and hectic schedules. Many Directors expressed their regret for the disappearance of the regional educational offices, which provided them with "continuous and excellent technical assistance". The rest of the Directors acknowledged having received technical assistance in the form of information via telephone, monitoring visits, training activities in conjunction with other agencies and the TBE Directors' retreats and meetings throughout the year.

Concerning the usefulness of the Bureau of Equity and Language Services technical assistance, the 9 Directors from Group I who received assistance from the Bureau of Equity and Language Services, declared that it has been very useful. Some Directors from this group mentioned that they would like to have more contact with the team of professionals from the Bureau of Equity and Language Services, but at the same time acknowledged that they are a small group who have to cover all programs throughout the Commonwealth. Several were very enthusiastic about the TBE Directors meetings. As one Director pointed out, "These meetings, particularly now that the regional offices do not exist, allow us to exchange information and give support to each other. Otherwise I would feel very isolated." One Director mentioned that the Bureau of Equity and Language Services monitoring can be more useful if it is followed by tailored technical assistance in how to correct deficiencies. Only one Director from Group II considered that the Bureau of Equity and Language Services technical assistance has not been very useful, adding: "We are pretty much self-sufficient and so far we have not required specific services from them".

### **2. Teacher training and information from other agencies**

Directors from Group I and II said that they have received staff development services and individualized consultation from other agencies in the field. The most mentioned agency as

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<sup>1</sup> Interviews with the TBE Directors were conducted in April and May 1992. BELS staff made additional site visits in numerous school districts after the interviews were concluded.



providing services to TBE programs is the New England Multifunctional Resource Center for Language and Culture in Education (MRC); 9 Directors from Group I, 11 from Group II and 2 from Group III acknowledged that they have greatly benefited from the technical assistance provided by MRC. Other agencies such as universities, other federally funded programs such as the Clearinghouse for Bilingual Education, the National Dissemination Center, Chapter 1, The NETWORK, Inc., the Northeast Regional Center for Drug and Alcohol Abuse Prevention, and the Coalition for Bilingual Education have provided services to TBE programs but to a lesser degree.

All the Directors who have received technical assistance from these sources said that it has been extremely useful. Particularly mentioned in this respect was the technical assistance provided by the MRC.

## **B. What Are the Most Important Areas of Training that Your Staff Need?**

### **1. Bilingual education pedagogy**

Group I Directors most frequently mentioned bilingual education pedagogy as the most important topic of training. They referred specifically to themes such as 1) innovative teaching methods for PEP and bilingual students; 2) use of cooperative learning in the process of second language acquisition and content instruction; 3) reading and writing instructional methods for first and second language learning; 4) whole language approach and 5) sheltered English techniques. Directors in Group III expressed the need for pedagogical techniques to increase motivation and self-esteem of PEP and bilingual students.

Group II Directors also mentioned bilingual education pedagogy as the most needed area of training. They expressed the need for learning about strategies that promote higher teacher expectations of language minority students in order to build students' self esteem. They also expressed the need for staff to get acquainted with the state-of-the-art in teaching and learning methodologies in order to work effectively with PEP and bilingual students. Cooperative learning techniques, whole language approach and interactive methodologies were also mentioned.

### **2. Second language acquisition process**

According to the TBE Directors in both Group I and II the second most needed topic of training, geared not only to their staff but also to standard curriculum teachers, deals with the gradual process of second language acquisition and the length of time required to acquire full proficiency in a second language. TBE Directors said that many mainstream teachers tend to identify bilingual



students as having deficit learning problems if they do not perform at the same level as English speakers once they are mainstreamed to the standard curriculum, because they do not understand the language acquisition process of second language acquisition. One Director from Group III also considered this an important topic for training.

### **3. Multicultural education**

The need for raising cultural awareness and sensitivity of mainstream teachers, administrators and community people in general towards ethnic and cultural minorities was mentioned by Directors as another needed area for training. Many Directors noted that the lack of understanding and acceptance from standard curriculum personnel of newcomers with different racial, linguistic and cultural characteristics is one of the most difficult obstacles that they have to deal with in the operation of their programs.

### **4. Student transition to mainstream**

Four Directors from Group I and II respectively, said that the issues related to the transition of bilingual students into the standard curriculum is an area of training that deserves more development. This topic was mentioned for both bilingual and mainstream teachers, who need training in strategies to effectively integrate students into the mainstream without discouraging the students socially and academically.

### **5. Content and language integration**

This topic of training was mentioned by several Directors from Group I only, who expressed the need to train staff in instructional methods that link language and content instruction across the curriculum.

### **6. First language literacy development**

Two Directors from Group I and one from Group II mentioned the need for teacher training on how to develop first language literacy skill in order to facilitate the transfer of these skills to the acquisition of the English language, particularly in the case of students who arrive in the country with a very weak literacy foundation in their native language. Three Directors from Group III expressed the need for training to apply pedagogical strategies that help PEP students who arrive with weak academic and literacy skills in their native language to get a solid academic foundation and thus enhance their academic success later.

## **7. Bilingual special education**

Four Directors from Group II also mentioned the need to train special education staff in issues concerning the special needs of bilingual students in order for students with learning disabilities to receive appropriate services in their native language.

## **8. Additional training topics**

The following topics were also mentioned by a few of the directors as additional areas for training:

- 1) parent participation strategies, 2) counseling, 3) use of computers and telecommunications, and 4) student assessment issues.

## **C. What Specific Technical Assistance Would You Like to Receive from the Bureau of Equity and Language Services?**

### **1. Evaluation of TBE programs**

A prime concern of TBE Directors from Group I was the need to receive technical assistance on how to effectively assess the effectiveness of their programs. As one Director said, "We need to have standardized ways to collect, report and analyze data across the state. I think that we could use a computer program that could be centralized by the Bureau of Equity and Language Services and to which we would have access through our terminal computers, so we would enter all the new information we get about our students. The Bureau of Equity and Language Services could assist with the analysis of the information. I do not have the technical capacity and resources to implement a good student follow-up, which is badly needed, beyond one six-month to one year follow-up I usually do".

### **2. Staff development opportunities**

Directors in both Group I and II expressed the need to have timely information on teacher training initiatives taking place in the Commonwealth. They mentioned the need for the Bureau of Equity and Language Services to become a kind of clearinghouse for this type of information in order for TBE Directors to be able to take advantage of and plan staff development activities for their staff ahead of time. Some of the Directors also noted the need for a more individualized and long-term staff development approach using experts in the field. Another suggestion made by a Director was that the Bureau of Equity and Language Services promote the organization of field visits or short "internships" for teachers and administrators to those TBE programs in Massachusetts that are implementing successful innovations and experiences, and thus promote learning from each other in a very practical way. Another Director in Group I added, "the Bureau of Equity and Language



Services could officially arrange accredited teacher training activities through local universities so as to give an incentive to teachers in the field".

### **3. Implementation of multicultural education programs**

Several Directors from Group I and II and one from Group III declared that they would like to have more additional support from the Bureau of Equity and Language Services on how to implement activities and set up programs oriented to foster and increase more cultural awareness as well as eradicate racism and prejudice from schools and communities. One of the Directors from Group II added, " It would be very helpful if the Bureau of Equity and Language Services and the whole Department of Education enforce a state-wide multicultural education approach, so top administrators begin to understand that they have to implement policies in this area out of mandated regulations and not just good will".

### **4. Information on bilingual professionals and services**

Several Directors expressed the need for the Bureau of Equity and Language Services to centralize information on native language professionals in the field of education who would be able to provide services to schools, such as translators for counseling, special education and testing issues. Some Directors suggested the creation of an updated directory of available professionals. Many Directors said that they spend significant amounts of time just trying to reach the professionals/ consultants for the different language groups. One Director in Group III suggested the creation of a centralized translation service in the Commonwealth as well as the setting up of a resource center with videos and software programs that school districts could borrow from the Bureau of Equity and Language Services.

### **5. Information on state-of-the-art bilingual education programs**

Directors asked for updated information on successful programs in bilingual education in the United States. Their emphasis is to not reinvent the wheel but to take advantage of the existing accumulated knowledge. Many Directors acknowledged that the Bureau of Equity and Language Services is attempting to bring that information to them through their recent publications and they would like this effort to continue.

### **6. Computers and Telecommunication**

Several Directors brought up the issue of using new technology to foster a more efficient exchange of information among the TBE Directors across the Commonwealth through the use of computer



networks and telecommunications for staff development, dissemination of information and a more effective use of limited resources in the field of bilingual education.

## **7. More coordination between bilingual and vocational education**

The Directors from TBE programs in vocational schools expressed the need for the Bureau of Equity and Language Services to encourage coordination between bilingual education and vocational schools, given that vocational education has been shown to be a viable alternative for many PEP students who are educationally at-risk. The woefully inadequate services for language minority students at the vocational technical school in one large urban district was mentioned. The vocational education TBE Directors expressed the need for the Bureau of Equity and Language Services to promote more interaction among TBE Directors working in vocational technical schools, who are subject to very specific regulations and curriculum structure.

## **5. VISION OF BILINGUAL EDUCATION**

As the final part of the interview, the TBE Directors were asked about their vision for bilingual education and how they are working to achieve it.

### **A. What is the Vision that TBE Directors Have of an Ideal Bilingual Education Program?**

#### **1. Bilingual and multicultural education as an enrichment program for all students**

The most frequently mentioned feature of an ideal bilingual education program was the accessibility of bilingual education for all students in the school system. The TBE Directors see the existence of Two-Way bilingual programs as the process through which this vision is beginning to be implemented in Massachusetts. Directors expressed this ideal through statements such as, "The time will come when community people will understand the value of being bilingual in an increasingly multicultural society, not only for ethical purposes, but also for very practical reasons" and/or "to become multilingual and multicultural will be a necessary requirement for future generations and some English-speaking families are beginning to realize this in our community".

One of the directors in Group I has a vision of busing students who are interested in learning new languages from suburban communities to his school district which offers a Two-Way bilingual

program in a highly diverse multicultural urban setting. He explained, "It would be a kind of reverse busing program that offers opportunities to suburban students to foster their bilingualism and appreciation for other cultures and where bilingual students would be the role models". He added optimistically, "The vision is close to reality. I am beginning to talk about this with school administrators for future implementation".

Other Directors, particularly those from communities distant from urban areas and with small bilingual programs, mentioned the need to enlarge the cultural scope and awareness of their communities so all students could absorb the cultural diversity that is growing throughout the country and thus help to eradicate prejudicial behaviors towards students and families who are culturally and linguistically different.

## **2. Ownership of Bilingual education by all school personnel**

Directors emphasized the vision of school administrators and all school personnel at the building, local, state and federal level taking the leadership and responsibility to advocate for bilingual education as an essential component of any educational system and not as a separate low-status compensatory education alternative. One of the Directors said, "When school administrators and standard curriculum personnel understand that bilingual education is good education for all students, they will become its main supporters."

## **3. Bilingual student success**

In their vision of bilingual education, many directors portrayed bilingual students who not only succeed and excel academically, but become role models for standard curriculum students. In their vision, Directors say that equity for bilingual students would mean offering them the same academic opportunities available to standard curriculum students, that teachers have high expectations of these students and that their integration into the school life does not occur at the expense of rejecting their own culture.

## **4. Community support for bilingual education**

The understanding, acceptance and support of the community setting in which the bilingual programs are operating are important components in the vision portrayed by some Directors. They visualize a community that values and welcomes a variety of multicultural and international perspectives and feels enriched by the presence of representatives of many cultures and ethnic groups. As one Director from a town that has recently received many newcomers from different

foreign countries said, "My vision is that people in the community do not lament nostalgically about how different everything in their communities used to be thirty years ago, but that they begin to enjoy the fact that the world is coming to our town and that we have to welcome this enlarged new view of an international community in our neighborhoods".

### **5. Highly trained bilingual personnel**

For some TBE Directors, their vision is to have the best-trained bilingual teachers, counselors, special education specialists, and administrators, who are highly effective in promoting learning opportunities for bilingual students, particularly for low-incidence language groups and who elicit the respect and admiration of all the standard curriculum personnel.

### **6. No pressure to exit students from bilingual programs**

The Directors from Group I mentioned that in an ideal situation, where schools support and nurture bilingualism and multilingualism, students participating in bilingual programs would not be pressured to be mainstreamed to standard curriculum classes before they have achieved a solid proficiency and foundation in both the native and the second language. In this vision, school administrators would be knowledgeable and respectful of the different stages of the process of second language acquisition.

## **B. What Do TBE Directors Think That it Will Take to Achieve Their Vision?**

### **1. Education, training and information campaigns**

In order to change negative attitudes and promote a better understanding of bilingual education and cultural diversity, most Directors agree about the need for ongoing educational campaigns directed to the general public and specific staff development efforts for standard curriculum teachers and school administrators, decision-makers and legislators at the local, state and federal level. These educational campaigns should provide a knowledge base for understanding and acceptance of the benefits of bilingualism, multilingualism and multiculturalism in the context of the new demographic trends.

### **2. Support from top school administrators**

Almost all the Directors mentioned that in order to make their vision a reality, the support of top school administrators is an essential requirement. They specify the need for school administrators to experience a sense of ownership of the bilingual programs and to see bilingual education not as an annex to the whole school curriculum, but as an integral component of the educational



experience of all students.

### **3. More funding**

Directors acknowledged that increased economic resources would significantly help to make their vision a reality. They noted that "Money does not solve everything, but it can solve many of our staffing problems and would help us dedicate more time and resources to staff development, educational campaigns in the community and parent outreach initiatives".

### **4. Collaboration between bilingual and standard curriculum personnel**

Directors also mentioned that to achieve collaboration between non-bilingual and standard curriculum teachers is a major requirement necessary to implement their vision of bilingual education. They see the importance of standard curriculum personnel working more closely with bilingual teachers as crucial in the transition process after bilingual students leave the bilingual program. It is that transition period where bilingual students can get discouraged if they perceive that non-bilingual teachers have different expectations of them or if they are not given the time to adjust to the new academic environment.

### **5. Solution to social inequalities**

Some Directors also noted that in order to make their vision a reality, significant changes in the social and economic spheres of society need to take place. They mentioned the fact that many families they are dealing with in their programs are facing very difficult economic and social situations, which are negatively affecting the academic performance of students. As one Director said, "Society has to take responsibility for the economic and social inequalities before blaming everything on schools. We are just dealing with the problems in the best possible way we can, but what we do is not enough to solve the devastating consequences of poverty on some of the children and families participating in the program".

### **6. Step-by-step long-term change strategy**

A few Directors expressed a more optimistic outlook about the implementation of their vision by undertaking small steps towards the final outcome in a long-term approach. One Director summarized this approach to implementation as follows, "I am in the process of making many components of my vision a reality. It has taken a lot of time, effort, patience, talking to people, explaining, but doing it little by little without losing sight of where I want the program to be, is leading me toward that ideal".

## **7. Dissemination of the successes of bilingual education**

Several TBE Directors suggested that in order to achieve their vision, the agencies involved in bilingual education should implement a more aggressive public information campaign to disseminate the positive experiences of students and families in bilingual programs in the Commonwealth. This would help to educate the public and decision-makers about the benefits of becoming bilingual and multicultural in an increasingly diverse society.





## CHAPTER 4: RECOMMENDATIONS

Based on extensive analysis of the TBE Director interview responses, and keeping in mind the trends in bilingual education nationally and the demographic trends in the Commonwealth, the following recommendations are made to the Bureau of Equity and Language Services of the Massachusetts Department of Education.

**Recommendation 1:** The Massachusetts Department of Education should promote practices that develop first language literacy among young PEP students, as supported by national trends. Bilingual program staff should resist pressure to teach English as quickly as possible and focus on the development of academic skills in their students' first language. This trend, expressed by TBE Directors and supported by the latest research findings, states that a solid development of cognitive academic skills in the native language is transferable to and favors the acquisition of academic skills in English.

**Recommendation 2:** Given the successes of Two-Way Bilingual Programs reported by TBE Directors as a promising educational practice, it is important that BELS encourage and support systematic evaluation of these programs to define the impact of these programs on student language proficiency in the two languages, academic performance in subject areas and the degree of cultural and social integration among students. The results of these evaluations should be disseminated in order to promote implementation of these programs in other interested school districts.

**Recommendation 3:** Given the increasing demand for basic skill development programs for previously uneducated secondary school PEP students, whose numbers continue to grow, more follow-up and technical support should be provided to these programs by BELS. Dissemination of successful strategies should also be promoted, given that the research literature does not assess these types of innovative programs.

**Recommendation 4:** Given the diversity of low-incidence language groups served by English as a Second Language (ESL) programs across the Commonwealth, BELS should encourage, coordinate and organize more systematic and sustained staff development efforts to upgrade the pedagogical skills of ESL teachers and their level of cultural awareness and information. Also, it is recommended that BELS identify and assess successful ESL practices and integrate them in new teacher training activities.

**Recommendation 5:** Given that the objective of this study was to describe the instructional models in use from a very general programmatic perspective, it is recommended that further studies be undertaken with a sample of Massachusetts school districts that would permit more refined analysis of innovative instructional models in use at the classroom level in order to identify successful components and practices. The dissemination of these experiences would facilitate the replication of those pedagogical experiences found to be effective in promoting educational attainment of language minority students.

**Recommendation 6:** BELS should take a leading role in promoting systematic evaluation and student follow-up of existing bilingual programs, particularly those serving large PEP populations. Evaluation could be carried out through partnerships with local universities and/or non-profit organizations, by using a combination of Title VII funds and grants from private foundations. If the effectiveness of TBE programs cannot be demonstrated through systematic longitudinal data collection, the possibilities of program improvement or enhancement will be seriously affected and the legitimacy of the programs will be undermined.

**Recommendation 7:** In order to encourage program evaluation and data exchange on an on-going basis, BELS, in collaboration with other Massachusetts DOE Bureaus, should encourage the setting up of a state-wide data collection system that records the academic, linguistic and socio-cultural history of PEP students on a computerized system that facilitates transfer of information between school districts and makes statistical analysis of student progress more timely and reliable.

**Recommendation 8:** In the context of on-going financial restrictions, BELS should provide technical support and information to TBE Directors on grant writing. The preparation of joint proposals between TBE programs that are dealing with similar student populations should be encouraged in order to make efficient use of existing limited resources.

**Recommendation 9:** BELS should take a leading role in promoting coordination and collaboration between bilingual education and other educational programs and services at the state level (Chapter 1, Vocational Education, Special Education) in order to improve the overall quality of education for the increasing number of language minority students who are arriving in the Commonwealth. The setting up of a coordination/collaboration model at the Department of Education should be a model to be replicated by the local school districts.



**Recommendation 10:** BELS should continue disseminating its publications to top school administrators and school committee members in order to raise cultural awareness and sensitivity towards the education of PEP students. Additional efforts to reach top school administrators should be undertaken, for example by establishing on-going contact with the New England Superintendents' Leadership Council, a consortium sponsored by the New England Multifunctional Resource Center for Language and Culture in Education (MRC). BELS should also request formal endorsement by the Board of Education of a policy that promotes ownership and co-responsibility for the education of linguistically and culturally diverse students by all school staff in the Commonwealth.

**Recommendation 11:** BELS should continue its on-going support of TBE Directors by promoting meetings, exchange of information and coordination of staff development activities and fundraising among the Directors. They value and need the technical support and encouragement that BELS can provide in order to continue their efforts under, at times, very adverse circumstances.

**Recommendation 12:** BELS should continue the development and dissemination of publications such as "Promising Practices" to describe in detail the successful educational programs and activities that school districts are implementing for PEP students, and to promote meetings and field visits by TBE Directors to innovative programs in order to broaden experiences among TBE Directors and bilingual education staff. In addition to traditional written reports, BELS should make use of videos and telecommunication computer networks to disseminate information in the field.

**Recommendation 13:** BELS should incorporate a long-term training and follow-up component to the site monitoring visits, so that monitoring visits become an opportunity for program improvement. BELS should take into account the areas of training prioritized by TBE Directors in the planning and coordination of teacher training activities for TBE personnel.

**Recommendation 14:** BELS, in collaboration with the Massachusetts Coalition for Bilingual Education, should refine and disseminate the vision of bilingual education defined by TBE Directors among educational policy makers and use it as a blueprint for discussion with Department of Education personnel, with the Massachusetts Board of Education, and in future meetings with TBE Directors. In this way BELS can promote the shaping of a multicultural and inclusionary educational policy that takes seriously the educational success of all children in the Commonwealth of Massachusetts.





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## **Telephone Interview questions for TBE Directors**

### **A. Instructional Models**

- 1 • I would like to know how Limited English Proficient students are served in your district. Could you please describe the various programs that are currently in place to serve the LEP population in your district?
- 2 • beginning with the **elementary** level
- 3 • then **middle school**;
- 4 • **high school**.

[list program names, note characteristics of each program, ask for clarifications that will help categorize delivery model without specifically referring to "labels"]

### **B. Program Effectiveness**

- 5 • How do you **evaluate** the effectiveness of your program(s)?

[Listen for and clarify **definition of program effectiveness**]

- 6 • Do you feel that your program(s) is/are effective?
- 7 • How do you think your program(s) could be more effective?
- 8 • What specific problems have you encountered in running bilingual education programs in your district?

[Listen for lack of coordination with mainstream at administrative and teacher levels, lack of funding, pressure to mainstream, inadequate staffing or staff preparation, lack of adequate teaching materials, lack of data on student performance, etc.]

- 9 • How have you addressed these problems?
- 10 • What **barriers to effective operation** remain?
- 11 • How could each of these be addressed?
- 12 • Do you have **information** on how your students do after they leave the bilingual education program?
- \*\* Possible follow-ups [depending on availability of data]: What percentage of LEP students successfully complete high school? What percentage leave the district? What percentage drop out?
- 13 • Could you describe the most **significant accomplishments and successes** of your program(s)?
- 14 • What has contributed most to these successes?
- 15 • What **promising practices** have you and your teachers put in place? Why have these been particularly successful with your students? How could they be transferred to other school settings?

### C. Use of available information

- 16 • Do you **use reports or data** published by the Bureau of Equity and Language Services (BELS)?
- 17 • [If yes]: **How** have you used them? [elicit specific examples]
- 18 • [If no]: Why not?
- 19 • In what ways do you **use local school data**?
- 20 • How do you **monitor the performance of your programs**?
- 21 • What **other information** do you need to help you do your work more effectively?



- 22 • How could this information be made available?

#### **D. Technical Assistance**

- 23 • What types of technical assistance do you and your staff currently receive from: a) BELS and b) other sources [list]
- 24 • How **useful** has this TA been?
- 25 • What are the **most important areas of training** that your staff need?
- 26 • What **additional TA** would you like to receive?
- \*\* [Define in detail, relate to questions on barriers to program effectiveness]

#### **E. Summation**

- 27 • What is **your vision of the ideal bilingual education** program in your district? [describe]
- 28 • What will it take to **achieve your vision**?







